INTERIOR DEPARTMENT AND RELATED AGENCIES APPROPRIATIONS FOR 1963

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HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

SECOND SESSION

ON

H.R. 10802

MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING JUNE 30, 1963, AND FOR OTHER PURPOSES

Printed for the use of the Committee on Appropriations

KANSAS STATE UNIVERSITY
MAR 16 1962
MANHATTAN, KANSAS

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

MONDAY, FEBRUARY 26, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Senators Bible, Byrd, Young, Mundt, and Dworshak.

DEPARTMENT OF THE INTERIOR

OPENING STATEMENT BY THE CHAIRMAN

Chairman HAYDEN. The committee will be in order.

The committee today is beginning consideration of the 1963 budget estimates for the Department of the Interior and related agencies. This bill includes funds for all bureaus and agencies of the Department except the Bureau of Reclamation, the Southwestern Power Administration, the Southeastern Power Administration, and the Bonneville Power Administration. All of the latter are contained in the public works appropriations bill, to which consideration will be given at a later date.

In addition, there are made available in this particular appropriation bill funds for the U.S. Forest Service, the Indian Claims Commission, the Commission of Fine Arts, the Federal Coal Mine Safety Board of Review, the Civil War Centennial Commission, the Smithsonian Institution, the National Gallery of Art, the National Capital Planning Commission, the National Capital Transportation Agency, transitional grants to Alaska, the Virgin Islands Corporation, and the Indian health activities of the Public Health Service.

The total appropriations for these agencies during fiscal year 1962 was $795,791,650, which includes $10 million in borrowing authority and $11,181,000 in indefinite appropriations of receipts.

For fiscal year 1963 there is requested an overall appropriation of $930,494,000, an increase of $134,702,350 over the prior year. This sum includes $20 million in borrowing authority and $11,503,000 in indefinite appropriations of receipts.

COMPARATIVE APPROPRIATIONS, 1962–63

I shall place in the record a comparative statement of the appropriations for fiscal year 1962 and the budget estimates for the fiscal year 1963.

(The information referred to follows:)

Comparative statement of the appropriations for fiscal year 1962, and the estimates for fiscal year 1963

Item	Appropriations, 1962 (to date)	Budget estimates, 1963	Budget estimates, 1963, compared with appropriations, 1962
TITLE I—DEPARTMENT OF THE INTERIOR			
PUBLIC LAND MANAGEMENT			
BUREAU OF LAND MANAGEMENT			
Management of lands and resources	[1] $33,750,000	$41,552,000	+$7,802,000
Construction	850,000	1,000,000	+150,000
Oregon and California grant lands (indefinite appropriation of receipts)	(7,750,000)	(7,750,000)	
Range improvements (indefinite appropriation of receipts)	(740,000)	(1,045,000)	(+305,000)
Total, Bureau of Land Management	34,600,000	42,552,000	+7,952,000
BUREAU OF INDIAN AFFAIRS			
Education and welfare services	[2] 71,750,000	82,827,000	+11,077,000
Resources management	29,075,000	34,417,000	+5,342,000
Revolving fund for loans	[3] 4,000,000	4,000,000	
Construction	39,561,000	54,765,000	+15,204,000
Road construction (liquidation of contract authorization)	16,000,000	17,000,000	+1,000,000
General administrative expenses	3,967,000	4,372,000	+405,000
Liquidation of Klamath and Menominee Agencies	31,000		−31,000
Total, Bureau of Indian Affairs, exclusive of tribal funds	164,384,000	197,381,000	+32,997,000
Tribal funds (not included in totals of this tabulation)	(3,000,000)	(3,000,000)	
NATIONAL PARK SERVICE			
Management and protection	[4] 21,811,500	27,240,000	+5,428,500
Maintenance and rehabilitation of physical facilities	17,869,000	20,000,000	+2,131,000
Construction	[5] 36,726,000	44,000,000	+7,274,000
Construction (liquidation of contract authorization)	30,000,000	30,000,000	
General administrative expenses	1,581,000	2,100,000	+519,000
Total, National Park Service	107,987,500	123,340,000	+15,352,500
OFFICE OF TERRITORIES			
Administration of territories	[6] 10,334,000	[7] 15,478,000	+5,144,000
Trust Territories of the Pacific Islands	[8] 6,304,000	10,000,000	+3,696,000
Alaska public works	([9])		
Total, Office of Territories	16,638,000	25,478,000	+8,840,000
Total, Public Land Management	323,609,500	388,751,000	+65,141,500
MINERAL RESOURCES			
GEOLOGICAL SURVEY			
Surveys, investigations, and research	[10] 49,820,000	59,900,000	+10,080,000
BUREAU OF MINES			
Conservation and development of mineral resources	24,800,000	[11] 27,000,000	+2,200,000
Health and safety	7,200,000	[11] 8,158,000	+958,000
Construction	835,000	1,000,000	+165,000
General administrative expenses	1,290,000	1,333,000	+43,000
Development and operation of helium properties [borrowing authorization]	[10,000,000]	[20,000,000]	[+10,000,000]
Total, Bureau of Mines	34,125,000	37,491,000	+3,366,000
OFFICE OF COAL RESEARCH			
Salaries and expenses	1,000,000	2,000,000	+1,000,000
OFFICE OF MINERALS EXPLORATION			
Salaries and expenses	750,000	1,000,000	+250,000
Lead and zinc stabilization program		4,900,000	+4,900,000
Total, Office of Minerals Exploration	750,000	5,900,000	+5,150,000

See footnotes at end of table, p. 5.

Comparative statement of the appropriations for fiscal year 1962, and the estimates for fiscal year 1963—Continued

Item	Appropriations, 1962 (to date)	Budget estimates, 1963	Budget estimates, 1963, compared with appropriations, 1962
TITLE I—DEPARTMENT OF THE INTERIOR—Continued			
MINERAL RESOURCES—Continued			
OFFICE OF OIL AND GAS			
Salaries and expenses	531,000	[12] 731,000	+200,000
Total, Mineral Resources	86,226,000	106,022,000	+19,796,000
FISH AND WILDLIFE SERVICE			
OFFICE OF THE COMMISSIONER OF FISH AND WILDLIFE			
Salaries and expenses	364,000	364,000	
BUREAU OF COMMERCIAL FISHERIES			
Management and investigations of resources	[13] 12,550,000	15,213,000	+2,663,000
Management and investigations of resources (special foreign currency program)	300,000	300,000	
Construction	7,561,000	8,414,000	+853,000
Construction of fishing vessels	750,000	750,000	
General administrative expenses	482,000	616,000	+134,000
Administration of Pribilof Islands (indefinite appropriation of receipts)	(1,981,000)	(1,998,000)	(+17,000)
Limitation on administrative expenses, fisheries loan fund	(250,000)	(250,000)	
Total, Bureau of Commercial Fisheries	21,643,000	25,293,000	+3,650,000
BUREAU OF SPORT FISHERIES AND WILDLIFE			
Management and investigations of resources	23,315,650	[14] 26,572,000	+3,256,350
Construction	5,257,500	4,086,000	−1,171,500
Migratory bird conservation account		7,000,000	+7,000,000
General administrative expenses	1,071,000	1,331,000	+260,000
Total, Bureau of Sport Fisheries and Wildlife	29,644,150	38,989,000	+9,344,850
Total, Fish and Wildlife Service	51,651,150	64,646,000	+12,994,850
WATER DEVELOPMENT			
OFFICE OF SALINE WATER			
Salaries and expenses	[15] 5,255,000	7,700,000	+2,445,000
Operation and maintenance		[16] 2,085,000	+2,085,000
Construction, operation, and maintenance	4,550,000		−4,550,000
Total, Office of Saline Water	9,805,000	9,785,000	−20,000
SECRETARIAL OFFICES			
OFFICE OF THE SOLICITOR			
Salaries and expenses	3,492,000	3,747,000	+255,000
OFFICE OF THE SECRETARY			
Salaries and expenses	[17] 3,385,000	[18] 3,568,000	+183,000
Total, definite appropriations	478,168,650	576,519,000	+98,350,350
Total, indefinite appropriations of receipts	10,471,000	10,793,000	+322,000
Total, borrowing authorizations	10,000,000	20,000,000	+10,000,000
Total, title I, Department of the Interior	498,639,650	607,312,000	+108,672,350

See footnotes at end of table, p. 5.

Comparative statement of the appropriations for fiscal year 1962, and the estimates for fiscal year 1963—Continued

Item	Appropriations, 1962 (to date)	Budget estimates, 1963	Budget estimates, 1963, compared with appropriations, 1962
TITLE II—RELATED AGENCIES			
DEPARTMENT OF AGRICULTURE			
FOREST SERVICE			
Forest protection and utilization:			
Forest land management	128,000,000	140,740,000	+12,740,000
Forest research	26,368,000	23,150,000	−3,218,000
State and private forestry cooperation	15,800,000	15,800,000	
Total, forest protection and utilization	170,168,000	179,690,000	+9,522,000
Forest roads and trails (liquidation of contract authorization)	35,000,000	37,500,000	+2,500,000
Access roads	2,000,000	2,000,000	
Acquisition of lands for national forests:			
Superior National Forest	250,000	2,000,000	+1,750,000
Special acts (indefinite appropriation of receipts)	(10,000)	(10,000)	
Cooperative range improvements (indefinite appropriation of receipts)	(700,000)	(700,000)	
Assistance to States for tree planting	1,000,000	1,000,000	
Total, definite appropriations	208,418,000	222,190,000	+13,772,000
Total, indefinite appropriations	710,000	710,000	
Total, Forest Service, Department of Agriculture	209,128,000	222,900,000	+13,772,000
FEDERAL COAL MINE SAFETY BOARD OF REVIEW			
Salaries and expenses	70,000	70,000	
COMMISSION OF FINE ARTS			
Salaries and expenses	70,000	80,000	+10,000
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE			
PUBLIC HEALTH SERVICE			
Indian health activities	53,010,000	55,834,000	+2,824,000
Construction of Indian health activities	8,285,000	9,220,000	+935,000
Total, Public Health Service	61,295,000	65,054,000	+3,759,000
INDIAN CLAIMS COMMISSION			
Salaries and expenses	280,000	295,000	+15,000
NATIONAL CAPITAL PLANNING COMMISSION			
Salaries and expenses	525,000	625,000	+100,000
Salaries and expenses, open space study, National Capital region		65,000	+65,000
Land acquisition, National Capital park, parkway, and playground system	500,000	1,300,000	+800,000
Total, National Capital Planning Commission	1,025,000	1,990,000	+965,000
NATIONAL CAPITAL TRANSPORTATION AGENCY			
Salaries and expenses	[19] 960,000	4,450,000	+3,490,000
Land acquisition and construction	[20] 1,000,000	2,000,000	+1,000,000
Total, National Capital Transportation Agency	1,960,000	6,450,000	+4,490,000
OUTDOOR RECREATION RESOURCES REVIEW COMMISSION			
Salaries and expenses	550,000		−550,000

See footnotes at end of table, p. 5.

Comparative statement of the appropriations for fiscal year 1962, and the estimates for fiscal year 1963—Continued

Item	Appropriations, 1962 (to date)	Budget estimates, 1963	Budget estimates, 1963, compared with appropriations, 1962
TITLE II—RELATED AGENCIES—Continued			
SMITHSONIAN INSTITUTION			
Salaries and expenses	9,125,000	11,354,000	+2,229,000
Additions to the Natural History Building	4,336,000		−4,336,000
Remodeling of Civil Service Commission Building	400,000	5,400,000	+5,000,000
Construction and improvements, National Zoological Park		950,000	+950,000
Salaries and expenses, National Gallery of Art	1,942,000	2,054,000	+122,000
Total, Smithsonian Institution	15,793,000	19,758,000	+3,965,000
TRANSITIONAL GRANTS TO ALASKA			
Grants	6,000,000	3,000,000	−3,000,000
CIVIL WAR CENTENNIAL COMMISSION			
Expenses	100,000	100,000	
Total, definite appropriations	295,561,000	318,987,000	+23,426,000
Total, indefinite appropriations	710,000	710,000	
Total, title II, related agencies	296,271,000	319,697,000	+23,426,000
TITLE III—VIRGIN ISLANDS CORPORATION			
Contributions	(21)	185,000	+185,000
Revolving fund	881,000	3,300,000	+2,419,000
Limitation on administrative expenses, Virgin Islands Corporation	(180,000)	(200,000)	(+20,000)
Total, title III, Virgin Islands Corporation	881,000	3,485,000	+2,604,000
Grand total:			
Definite appropriations	774,610,650	898,991,000	+124,380,350
Indefinite appropriations of receipts	11.181,000	11,503,000	+322.000
Borrowing authorizations	10,000,000	20,000,000	+10,000.000
Total	795,791,650	930,494,000	+134,702,350

[1] Includes $1,250,000 appropriated in the Supplemental Appropriation Act, 1962.
[2] Includes $750,000 appropriated in the Supplemental Appropriation Act, 1962.
[3] Appropriated in the Supplemental Appropriation Act, 1962.
[4] Includes $25,000 appropriated in the Supplemental Appropriation Act, 1962.
[5] Includes $2,250,000 appropriated in the Supplemental Appropriation Act, 1962.
[6] Includes $4,500,000 appropriated in the Supplemental Appropriation Act, 1962.
[7] Includes $2,579,000 in H. Doc. 333, 87th Cong.
[8] Includes $200,000 appropriated in the Supplemental Appropriation Act, 1962.
[9] Act continues available $108,000 of prior appropriations.
[10] Includes $100,000 appropriated in the Supplemental Appropriation Act, 1962.
[11] Reflects transfer in the estimates of $267,000 from "Conservation and development of mineral resources" to "Health and safety."
[12] Includes $200,000 for activities previously carried under "Civil defense and defense mobilization functions of Federal agencies," Office of Emergency Planning.
[13] Includes $400,000 appropriated in the Supplemental Appropriation Act, 1962.
[14] Includes $35,000 for an activity previously carried under "Grain for migratory waterfowl."
[15] Includes $3,500,000 appropriated in the Supplemental Appropriation Act, 1962.
[16] For activities previously carried under "Construction, operation, and maintenance, Office of Saline Water."
[17] Includes $200,000 appropriated in the Supplemental Appropriation Act, 1962.
[18] Includes $106,000 for activities previously carried under "Civil defense and defense mobilization functions of Federal agencies," Office of Emergency Planning.
[19] Includes $85,000 appropriated in the Supplemental Appropriation Act, 1962.
[20] Appropriated in the Supplemental Appropriation Act, 1962.
[21] Appropriation language provides for a grant to the Corporation of $669,000 to be derived by transfer from internal revenue collections appropriated to the Virgin Islands government.

Chairman HAYDEN. The committee will be glad to hear from you, Mr. Secretary.

Senator YOUNG. Mr. Chairman, may I say I will have to leave in a few minutes to hear Secretary of Agriculture Freeman in another committee, so I want the Secretary to know why I have to leave.

Senator MUNDT. I have the same problem, plus the fact that the Corps of Engineers are coming to my office at 10:15.

Senator BIBLE. I am going to stay as long as I can, but we have 75 witnesses starting at 10, so I will have to be forgiven if I have to leave early.

Chairman HAYDEN. I will be here to hear you at any rate.

DEPARTMENT OF THE INTERIOR

OFFICE OF THE SECRETARY

STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR, ACCOMPANIED BY JAMES K. CARR, UNDER SECRETARY OF INTERIOR; D. OTIS BEASLEY, ADMINISTRATIVE ASSISTANT SECRETARY, AND SIDNEY D. LARSON, DIRECTOR OF BUDGET AND FINANCE, U.S. DEPARTMENT OF THE INTERIOR

PREPARED STATEMENT

Secretary UDALL. I will try to be brief, gentlemen.

I have with me this morning my Under Secretary, Mr. Carr, Secretary Beasley, and Mr. Larson. I wanted them to participate with us this morning.

I have a statement which you have before you. I would just like to hit the highlights.

Chairman HAYDEN. It may be included in full in the record.

(The statement referred to follows:)

Mr. Chairman and members of the committee, I wish to pay the highest tribute to you, Mr. Chairman, and to your committee, for the enduring contribution you have made over the years to the conservation programs of the Nation. Without your understanding support these programs would not have advanced as they most certainly have, over many years. And I wish to underscore this fact at the outset of my remarks today.

I appreciate the opportunity to present these programs of the Department of the Interior, and the appropriation requirements to carry them out, for fiscal year 1963. With your permission, I propose to confine my remarks to program objectives. The representatives of the various bureaus will present in detail the estimates of necessary appropriations.

During the early history of this country the wealth of our natural resources lulled us into the belief that those resources were limitless. So we moved across our new land—plowing her soils, cutting her timber, and taking from the earth without restraint. For a hundred years and more we plowed and logged indiscriminately, and the land and her resources deteriorated.

At the turn of the century men with vision and of bold resolve foresaw possible disaster to the Nation from indiscriminate use of our great wealth of resources. The conservation measures introduced at that time, as you well know, were not without severe criticism and antagonism from those who wished to use resources without restraint. Nevertheless, as a result of these measures, widespread resource exploitation was arrested, many acres of prime lands and forests were set aside for wise use and public enjoyment, and the stage was set to bring science and technology increasingly into play as instruments for achieving longrun, wise use and development of resources for widespread public benefit.

We, of this generation and of generations yet to come, have been rewarded by the actions of, not only the men of courage who founded the conservation movement but also the great host of dedicated scientists, technologists, and other men and women who have wrought the conservation achievements of this century.

Economic growth has been achieved at such a rate over the last half century that today the gross national product exceeds one-half trillion dollars. In the same period, population has doubled.

Natural resources have been called upon to supply the raw material to achieve this growth. Also, they have been needed to provide the material strength to defend our way of life. In this process, our resources have been consumed in great quantities. Yet today we can still call for use of resources with confidence that they are available generally without substantial increase in real cost. Knowledge gained over the half century has made possible this achievement through application of improved soil, water, and forest conservation practices, development of new techniques to extract and use mineral wealth that otherwise would have been uneconomic to use, and by many other means.

Today, and on into the future, we should continue these public programs of research—to increase our knowledge; and of action—using that knowledge.

But today, also, we must face squarely—more than ever in the past—the problems of the environment in which we live.

The Nation's economic growth, accompanied by expanding population, has meant more space occupied by industry, housing, and transportation facilities. Increasingly, large land areas in, around, and between large metropolitan centers have been so occupied. Only one-quarter of our people live in rural areas today and three-quarters in urban communities. At the turn of the century the reverse was true.

The challenge of today is twofold: to develop and conserve our resources for continued growth, and at the same time to conserve the face and character of outdoor America. If, for the most part, our people are to live crowded in cities, we must provide the means for their recreation through appreciation of America as beautiful, spacious, and as a nation respectful of its unique natural, historical, and cultural heritage. We must continue to have close contact with the out-of-doors, with the fully natural, and last—but of parallel importance—through many exhilarating forms of recreation—boating, swimming, fishing, hunting, hiking, horseback riding, mountain climbing, and skiing.

Public concern for the out-of-doors in America is not new. New York's Central Park was created in 1857, and other big city parks followed. Yosemite, first created as a State park in 1864, became a national park in 1890. Yellowstone, the first national park, dates from 1872, and our first national forest reserves were established in 1891. And paralleling this development has been public concern with conservation of fish and wildlife.

Administrations of Theodore Roosevelt, Woodrow Wilson, and Franklin Roosevelt, particularly, gave great impetus—at all levels of government—to preservation of outdoor America. A new great national effort—an expanded program—is needed.

Last month the Outdoor Recreation Resources Review Commission delivered its report to the President and to the Congress, outlining proposals to meet the needs of the Nation for outdoor recreation.

The administration is developing new programs to fulfill the Federal responsibility in outdoor recreation and the conservation of our land. With these new programs, we will also propose new revenues for their financial support—I am sure this will be of particular interest to this committee.

The budget before you is designed to accomplish important progress in the development of our resources to keep pace with the economic growth of the Nation, and includes increased appropriations for the Department's programs. However, this budget does not reflect the new programs which we will be presenting to you in the future and which we believe are necessary if we are to meet the conservation challenge of the sixties.

PUBLIC LAND MANAGEMENT

Our public lands are a basic source of the Nation's forage, timber, and minerals. Sound management of these resources requires full knowledge of their capacity to supply the country's present and future needs. We must, therefore, have a more adequate inventory of these important assets than is now available if we are to meet the needs of an increasing population.

The budget for the Bureau of Land Management provides for a substantial expansion in the resource management program on the public domain and forest lands including inventory and classification work. This expansion is essential to keep current with the demand for public domain lands. Progress is being made in reducing the backlog of cases. The moratorium, which has been in effect for a year, has been lifted in Montana, North Dakota, and South Dakota.

Increases are provided for improved management, soil and moisture conservation, and reforestation.

The budget for the National Park Service provides increases in all appropriations to meet the mounting demands on its facilities. It is estimated that visitors to units of the system will reach 81 million in fiscal year 1963.

This budget represents continuance and expansion of existing programs. It does not reflect new objectives embracing the whole field of outdoor recreation now under consideration by this administration, but is consistent with them.

Additional facilities, and increases in funds for management, protection, and rehabilitation are necessary to keep pace with growing recreation needs.

A program to make additions to our park system is of paramount importance. Existing areas are being subjected to ever-increasing visitor loads, and we must acquire additional lands to meet the present and future needs of our people before the cost of these lands becomes excessive. We propose to step up vigorously our national park planning, and the cooperative work with the States to develop an expanded system of park areas.

In the development of our Indian programs, we are concerned not only with natural resources but also with people—with the stimulation, growth, and development of their human potentialities and capabilities.

The Indian people of this Nation have moved from a condition of almost total hopelessness, apathy, and dependence on Federal bounty to one of growing self-sufficiency and mounting expectations. Our goal in the Department of the Interior is to eliminate gradually the many complex handicaps that still keep far too many of them mired in substandard living conditions, and to give them the same opportunities for economic betterment and personal development that are enjoyed by their fellow Americans. We must keep everlastingly at it until this goal is fully achieved.

New emphasis in the budget for the Bureau of Indian Affairs is being placed on the development of Indian reservation resources. Development programs at the reservation level are planned in recognition of the importance of improving the economic condition of Indians. These programs are designed to utilize more fully the resources available to Indians, and to provide additional employment and increased income to Indians.

Major effort is being placed on the education of Indian children and adults. Expansion of the school construction program is proposed to provide necessary facilities for Indian children. It is estimated that the budget for fiscal year 1963 will provide for 53,898 children, an increase of 4,103 over the present fiscal year.

The Federal Government's responsibility in the territories and Trust Territory of the Pacific Islands requires greater attention than has been given to these areas in the past. People of these areas look to us for leadership and assistance.

It is important, therefore, that we assist them in achieving economic, political, and social development through adequate education, improved health programs, and assistance in developing the economic resources of these areas. The budget has been amended to provide for an accelerated program for education for American Samoa by the use of television. Programs have been stepped up severalfold to meet the need for prompt improvement.

MINERAL RESOURCES

The continued economic growth of the Nation depends upon knowledge gained of the occurrence and efficient use of our mineral, water, and fuel resources.

The budget estimate for the Geological Survey provides for an increase in basic information on topography, geology, quantity, and quality of water, and geologic data. In this connection, we propose to undertake and give emphasis to studies of submarine geology and marine minerals and the effects of river dispersion into the ocean.

In keeping with the critical importance of our water resources, as emphasized by the recent report of the Senate Select Committee on Water Resources, we propose to establish an institute of water research to collect and correlate scientific knowledge of the occurrence, wise use, and sound development of our water supplies. This institute should go far to assure that we will have adequate basic knowledge in this field.

The budget for the Bureau of Mines provides for additional research for improved recovery and utilization of coal and other minerals, and further development of scientific data to form a basis for an oil shale industry. The budget also covers programs to develop improved methods for the beneficiation and extraction of minerals and, at the same time, to develop safer means to accomplish these objectives.

Intensified research is required to protect the worker against hazardous conditions and to develop safety conditions and procedures in coal mines. Provision is also made in the budget for initiating studies to alleviate and prevent injuries and health hazards in metal and nonmetallic mines.

The program is moving forward with regard to the conservation of helium. It is proposed during fiscal year 1963 to complete contracts for extraction of this important resource now being wasted.

The program to stabilize prices of lead and zinc mined by small domestic producers was authorized by the 1st session of the 87th Congress. Funds are included in this budget to carry out the purposes of the act.

FISH AND WILDLIFE SERVICE

The budget for the Bureau of Commercial Fisheries provides for an expansion in oceanographic research as part of the Government's oceanographic program. More knowledge of the wealth within the oceans is essential to the best utilization of these resources for food and industrial raw material.

The construction program for the Bureau of Commercial Fisheries provides for additional laboratories as well as fishing vessels in order to obtain scientific knowledge of occurrence and utilization of the ocean resources.

The importance of the salmon fisheries to the Pacific Northwest requires accelerating the fish research program related to the development of high dams on the Columbia River, and this is reflected in the budget.

Continued heavy pressures on our wild game, waterfowl, and fishery resources warrants expanding the program for the Bureau of Sport Fisheries and Wildlife. Expansion of the fish hatchery program and wildlife research facilities are proposed to obtain better knowledge needed to offset the heavy pressures of hunting and fishing as well as diminishing habitat.

Funds are also included for a more aggressive program in the acquisition of the wetlands for migratory birds.

To accomplish the basic objectives of the Department's programs, we are requesting appropriations for interior activities to be considered by this committee, exclusive of reclamation and power, in the amount of $600,004,000, an increase of $110,503,552 over fiscal year 1962. I have been advised that the program for the Office of Minerals Mobilization and certain items for the White House will be considered by another committee. During fiscal year 1963, it is estimated that the Department will collect $493,858,150 in revenues excluding receipts from reclamation and power marketing agencies, an increase of $93,635,831 above 1962.

To accomplish our program objectives, it will, of course, require the hiring of additional employees. This increase is essential if needs are to be met. I wish to assure the committee that our purpose is to achieve results, and that it will be accomplished with a minimum of manpower.

I have more detailed statements regarding the programs of the Department which, in the interest of saving time, I would like to file for the record at this point.

ANALYSIS OF BUDGET ESTIMATE, 1963

Public Land Management

Public land management responsibilities of the Department of the Interior are carried forward through the Bureau of Land Management, Bureau of Indian Affairs, National Park Service, and the Office of Territories.

The estimate for 1963 in the amount of $388,751,000 is an increase of $65,589,876 above the $323,161,124 available in fiscal year 1962.

The increases proposed represent planned and forward looking programs designed to meet national requirements for management of the public lands and park areas and to assist the Indian and territorial peoples achieve self-sufficiency.

Major program increases are set forth below.

Bureau of Land Management

The budget for the Bureau of Land Management for fiscal year 1963 is $42,552,000 compared with $34,322,129 for 1962. This includes $41,552,000 for "Management of lands and resources," and $1,000,000 for "Construction." In addition, $7,750,000 is provided for the Oregon and California grant lands with the provision that this amount is reimbursable to the Treasury from receipts from these lands.

The operating appropriation for the Bureau is increased in the budget by $8,079,871. Additional funds are provided for the increased workload in the

land offices in the Western States and Alaska and for acceleration of the comprehensive inventory of the public lands. Increases also are provided for improved management of grazing lands, and added soil and moisture conservation work on public range areas. Furthermore, increased funds are provided for forest management and reforestation programs to enable the Bureau to increase sales of timber in keeping with the maximum sustained yield concept and related conservation practices. Additional funds also are provided for cadastral surveys, including the surveys in Alaska that are necessary before the State can receive title to selected lands. Increased funds are provided for fire presuppression activities in the Western States and Alaska as well as to cover increased costs for contractual fire protection services.

An increase of $150,000 in construction is provided for access to public domain lands, including roads for marketing timber, and for buildings necessary to the fire control program in Alaska and for storage buildings and other facilities necessary to the resource management programs in the Western States.

The operations of the Bureau of Land Management bring revenues to the U.S. Treasury and to States and counties. Receipts for 1963 are estimated at $383 million, of which $59 million will be paid to States and counties in which the public lands are located.

Bureau of Indian Affairs

The budget estimate for the Bureau of Indian Affairs for fiscal year 1963 is $197,381,000 which is an increase of $33,139,348 over the amount of $164,241,652 available in 1962.

For "Education and welfare services," the estimate is $82,827,000 as compared to $71,418,697 in fiscal year 1962. Added funds are included for increased enrollment and additional costs to public schools educating children under Johnson-O'Malley plans; operation of Federal facilities; adult education; increased welfare caseload; and expansion of law enforcement programs where most urgently needed. The estimate will allow for education of 53,898 Indian children, an increase of 4,103 over the current fiscal year.

The estimate for "Resources management" is $34,417,000 as compared to $29,310,138 in fiscal year 1962. The major increase in this estimate is for economic development. It will provide the funds needed to develop new sources of income and employment opportunities for Indians and will enable the Department to employ the technical staff required to help Indians to help themselves in the field of economic development. Increases are also included for timber sales, range development and conservation, management of trust property, and the maintenance of additional Federal facilities.

The estimate for "Construction" is $54,765,000 as compared with $39,559,989 in fiscal year 1962. The funds will be used to construct and rehabilitate buildings, and utility and irrigation systems required for Bureau programs, primarily school projects. The program will include construction of 34 new school projects, 11 additions to existing schools, and rehabilitation of 2 schools.

The estimate for "Road construction" is $17 million in fiscal year 1963; this compares with $16 million for fiscal year 1962. These funds will be used to liquidate obligations incurred under authority of the Federal Highway Act and, also, to liquidate obligations incurred for Routes 1 and 3 on the Navajo and Hopi Reservations, as authorized by Public Law 85–470.

The estimate also includes $4,372,000, an increase of $450,172 for administrative services. These funds will be used to establish an executive training program and provide additional services to the various programs, such as personnel, procurement, budget, and fiscal management.

The estimate includes $4 million for the revolving loan fund. These funds will be used to make loans to Indians and Indian organizations to promote their economic development.

National Park Service

The 1963 budget estimate provides $123,340,000 for the National Park Service. This is an increase of $15,380,657 over the amount available for 1962. The increase includes $5,456,657 for "Management and protection"; $2,131,000 for "Maintenance and rehabilitation of physical facilities"; $519,000 for "General administrative expenses"; all of which finance operating programs; and $7,274,000 for the capital programs financed under the "Construction" appropriation.

The increases requested in the "Management and protection and maintenance and rehabilitation of physical facilities" appropriation items provide $5,693,000 for the direct benefit of park operating programs; $787,000 for the indirect benefit

of park operating programs; and $1,108,000 for important programs other than those concerned with the operation of park areas.

The increases for the direct benefit of park operating programs include $2,443,000 for the operation and maintenance of new buildings, utilities, campgrounds, roads, trails, et cetera, provided under the Mission 66 construction programs; $1,659,000 for additional staffing, park informational publications, and general expense items to meet requirements incident to increased park visitor use; $128,000 for the leasing of commercial communication facilities in the parks and for the conversion of existing radio systems to narrow-band frequencies; $340,000 for commencement of operations in 3 newly authorized areas; $480,000 for 62 additional park police positions for the National Capital Parks system in the Nation's Capital, plus additional general expense fund requirements for existing force; $94,000 for soil and moisture conservation; $367,000 to meet increased wage-rate costs; and $182,000 to intensify the training program for uniformed employees. Most of these purposes for which the increases are requested are ones for which increases have been sought and obtained during the past several years and with which the committee is already familiar. The three new areas for which funds are requested are Cape Cod National Seashore, Mass.; Fort Davis National Historic Site, Tex.; and Fort Smith National Historic Site, Ark. The budget contemplates that visitation to the parks will reach 81 million in 1963 as compared to about 78 million in 1961 and an estimate of 79 million for 1962.

The increases for the indirect benefit of park operating programs include $275,000 for additional staffing and general expense items for ranger services and interpretive functions in the Washington and regional offices; $200,000 for land use and water resources studies functions which are carried on in the Washington and regional offices; $12,000 for concession management and audit functions; and $300,000 to initiate a comprehensive history and natural history research program.

The increase of $1,107,785 requested for important programs not concerned with park operations includes $815,680 for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning work, for which $1,609,320 is provided in the 1962 appropriation; $160,800 for archeological investigations and salvage, for which the 1962 appropriation provides $589,200; $75,825 for the Historic American Buildings Survey, for which $134,175 is available in 1962; and $55,480 for the Historic Sites Survey, for which $144,520 is available in 1962. These are all going programs which must be accelerated in the light of the President's special message to the Congress of February 23, 1961, on natural resources and if the programs are to be prosecuted at a rate reasonably commensurate with Mission 66 objectives.

The increase of $519,000 requested for general administrative expenses provides for the salaries and expenses of certain staffs in the Washington and regional offices which are now proper for financing under the "General administrative expenses" appropriation, but which are being financed from construction funds and for additional positions in the Washington and regional offices that are essential for meeting the increased administrative workload that has taken place since the commencement of Mission 66.

The construction estimate provides for the following:

Buildings, utilities and other facilities	$31, 153, 000
Acquisition of lands and water rights	12, 500, 000
Executive Mansion and Grounds	347, 000
Total	44, 000, 000

The estimate provides $1,980,600 for important projects in areas commemorating the historic events of the Civil War in preparation for the centennial observances; $510,000 for continuing to completion work on the Jefferson National Expansion Memorial, St. Louis, Mo.; $2,000,000 for continuing work in the Independence National Historical Park, Pa.; and $1,141,800 for continuing work commenced in fiscal 1962 in the New York City areas. It also includes $690,000 for initial developments for the three new parks mentioned in the foregoing and $1,400,000 to carry out the Theodore Roosevelt Memorial project in the National Capital pursuant to congressional authorization. The program provides $23,430,600 for buildings and utilities projects in other park areas.

Of the total estimate for acquisition of lands and water rights, $1,400,000 is for Civil War area lands; $4 million for Cape Cod National Seashore, Mass.,

lands; $1,500,000 for Minute Man National Historical Park, Mass., lands; $937,000 for lands to be added to National Capital Parks system as authorized by Public Law 87-362; $434,000 for lands for the newly authorized Fort Davis and Fort Smith national historic sites in Texas and Arkansas, respectively $162,000 for acquisition of lands within extended boundaries of certain areas as authorized by legislation enacted during the first session of the 87th Congress; and $365,000 for acquisition of water rights; leaving $3,702,000 for acquisition of inholdings in other park areas throughout the Service. The estimate provides for a realistic land acquisition program looking toward overcoming many long-standing problems incident to the existence of inholdings within the park areas.

The contract authorization programs for parkways and roads and trails construction are in the amounts of $16 million and $18 million, respectively, as provided for in the Federal Highway Act of 1960. The budget estimate provides for an appropriation of $30 million to liquidate obligations to be incurred under this contract authorization and obligations incurred and to be incurred under similar prior year contract authorization.

Office of Territories

The budget estimate for the Office of Territories is $25,478,000, an increase of $8,840,000 over 1962. It will provide $14,754,000 for American Samoa and $10 million for the Trust Territory of the Pacific Islands. The remaining $724,000 is for various Federal responsibilities such as the Offices of the Governors of Guam and the Virgin Islands, the Office of the Government Comptroller of the Virgin Islands and the Office of Territories. These small offices assist the territorial governments in their operations and assist the Secretary in carrying out his general supervisory responsibility for the territories.

This greatly increased budget emphasizes the goal of this administration to accelerate the economic, political, and social development of our territories; both those that are a part of this Government and that territory for which we have trusteeship responsibilities, so that they more closely approximate our American standard for progress and also so that they parallel this present Government's efforts to accelerate the development of other undeveloped areas of the world.

The fiscal year 1963 estimate of $14,754,000 for American Samoa is an increase of $5,148,600 over the current year. The bulk of the money, $14,517,400, is in the form of grants to the American Samoa Government. All construction items amount to approximately $10,737,000. Of this amount almost $2.5 million will be devoted to building and equipping 20 consolidated village school units together with teacher housing. The new consolidated schools will replace some 54 small village schools and are to be built on a cooperative basis with the villages providing labor and the Samoan Government providing materials, supervision, design and special technical skills. During the current year two new high school buildings have been substantially completed and work on a third has been commenced. A fourth high school building is included in the 1963 school construction request. Now, there will be sufficient classroom space so that all elementary school graduates can attend high school if they so desire; heretofore only one-third of the elementary school graduates could find space and facilities for high school education. The estimate includes $2,579,000 for installation of an educational television system to meet the need for educational opportunity. Funds for medical facilities total $272,000 and include funds for two new dispensaries in the Manu'a Islands and architects' services for the design of a new 200-bed hospital to replace the present dilapidated hospital building. Utilities construction money amounts to about $2,774,000 and includes installation of the second phase of the powerplant now under construction and the complete electrification of the main island of Tutuila with approximately 32.4 miles of transmission and distribution lines. An electrification project for the Manu'a Islands will also be undertaken. The largest item of $1,581,700 of the remainder of the grant funds is for education. Approximately one-third of the territory's population will be enrolled in the public schools and the funds requested are necessary to provide adequate school staffs, to upgrade educational levels, and to provide additional training for Samoan teachers. The Department of Medical Services needs $909,200 to hire additional personnel, to upgrade medical services, and to finance a scholarship program providing medical and dental training as well as specialized nurses training in the United States.

The amount being requested for the Trust Territory is $3,696,000 more than was appropriated for the current fiscal year. The fiscal year 1962 appropriation totaled $6,304,000. Construction items will be increased by $2,149,000. These increases over fiscal year 1962 are allocated among hospitals, schools, utilities, economic development projects, and the improvement of airports, harbors and

other transportation facilities. Schools and hospitals account for $421,500 of the construction increase while airfield, harbor and other transportation facilities and buildings and quarters are for the remainder. In recognition of the growing population of the trust territory and the urgent need to upgrade educational services, the 1963 request for education amounts to $975,000 as compared to the $474,000 appropriated for the current year. The funds provide for establishment of 2-year teacher graduate work at the Pacific Islands Central School, and for the start of secondary schools at Palau and Truk offering high school level training. At all levels greatly improved education reaching more students is planned. The public health request of $700,000 will provide expanded health services in all districts and for staffing the hospitals now under construction. A new feature of the health program is the proposed acquisition of a ship to be used by health, education, and economic development teams in providing services to outlying islands. With the trust territory currently dependent upon copra as its chief cash crop, economic development is being emphasized in order to diversify sources of income and to provide greater employment opportunities to Micronesians; $836,000, as compared to $497,000 in 1962, are budgeted for this activity which includes agriculture and fisheries activities and land and claims work.

Mineral Resources

The wise conservation, production, and utilization of our mineral resources is essential to the advancement of our Nation. There is an ever-increasing need for added research and application of better methods of discovery in the fields of solid fuels and oil and gas. Expansion of topographic and geologic surveys and mapping must be undertaken. Water research and investigations must be vigorously pursued if we are to meet the phenomenal growth in our use of it.

The mineral resource programs of the Department are developed through the Geological Survey, Bureau of Mines, and the Offices of Coal Research, Minerals Exploration, and Oil and Gas.

The estimate of $126,022,000 for 1963 represents an increase of $29,683,000 over the $96,339,000 available in fiscal year 1962.

Geological Survey

The Geological Survey's budget estimate for 1963 is $59,900,000. This amount includes an increase of $3,800,000 to initiate two programs that will have far-reaching influence on the future status of our mineral and water resources. The budget for the first of these programs is $2,800,000 for the establishment of an Institute for Water Research. Water research by the Institute will improve the scientific foundation that is so important for wise development and sound management of the Nation's water supplies. A second program, budgeted for $1 million, is designed to place proper emphasis on marine geology and hydrology. Studies of submarine geology and marine minerals, and the effects of river dispersion into the oceans will provide valuable and helpful information on the occurrence, distribution, and origin of petroleum and mineral deposits.

The Institute for Water Research and the program of oceanography are timely extensions of support of the Survey's responsibility to provide this Nation with scientific information on its mineral and water resources.

Topographic mapping activities in the amount of $19,500,000 of the Survey are proposed for 1963 at a pace somewhat accelerated over that of 1962. The increase of $2,590,000 reflects the need for increased coverage of the Nation by adequate topographic maps especially to meet the requirements of many Federal agencies and State and local governments for modern maps at scales suitable for defense, industrial and transportation planning, and resources developments.

Geologic and mineral resources surveys are proposed in the amount of $15,020,000, increased rate of $1,600,000 commensurate with our need to look ahead to the maintenance of a resource base for our economy. The proposed 1963 budget not only provides support for this basic Survey activity but provides the means to expand and accelerate research into rare elements and nonferrous mineral resources critical to today's and tomorrow's electronics, space, and nuclear reactor problems. Increased urban and highway construction press also for more geologic information and landslides and the engineering properties of earth materials.

Water resources investigations proposed in the 1963 budget at $14,530,000 are responsive to the Nation's needs as defined by the Senate Select Committee on National Water Resources. The Nation's goal in the field of water, as defined by the Committee, is to meet growing demands on water resources in the most efficient manner consistent with accepted public aims. Attainment of these goals

requires the continued collection of basic records, together with extensive research on the occurrence, characteristics, and movement of water. In the Institute for Water Research we expect to bring the best talent in this country to bear on this subject. Basic data will be obtained by continuation and modest expansion of the network of streamflow measuring stations, ground water observation wells, and sites where water samples are obtained for chemical, radiological, and sediment determinations.

A moderate increase of $341,000 for 1963 is requested to continue supervision of the development of oil and gas and other minerals on Federal and Indian lands in the United States. Proper management of these resources is of great importance, not only as a conservation measure, but also because of the very significant revenue in royalties.

Funds in the amount of $1,100,000 are also included in the estimate for the construction of a radiation laboratory at Denver, Colo.

Bureau of Mines

The estimate of $57,491,000 in an increase of $13,368,000 over 1962 and will permit increased emphasis in Bureau of Mines research and development work on the minerals and mineral fuels so vital to the Nation's expanding economy, and provide for greater conservation of essential helium.

Conservation and development of mineral resources

The 1963 budget estimate for the "Conservation and development of mineral resources" appropriation is $27 million, an increase of $2,467,000 over 1962.

The broad purposes and objectives of the Bureau's research stress more complete utilization and conservation of the country's mineral and fuel resources. The correlation of technologic and economic studies on the techniques of mining and treating mineral raw materials and the development of new uses for such resources will be emphasized.

Bituminous coal, $7,214,000

Scientific research and engineering investigations are aimed at determining the chemical and physical properties of coal, and improving its mining, preparation, combustion, carbonization, and gasification.

The estimate includes an increase of $350,000 to conduct experiments to demonstrate the possibility that the displacement of coke in a blast furnace by injecting powdered coal as a supplemental fuel is more economical than injecting either gas or oil. Successful experiments with coal injection will answer the competitive threat and stem further decreases in the coal market.

Anthracite coal, $1,042,000

Research is aimed at developing new and improving present uses for anthracite, obtaining basic economic data on both a national and international basis, and the fostering of conservation of a valuable natural resource.

The estimate includes a nominal increase of $50,000 to cover microfilming of maps relating to abandoned mines and for testing lower bulk-density anthracite metallurgical briquets.

Petroleum, natural gas, and oil shale, $3,458,000

Programs under this activity are aimed at conservation through improvement of the processes of recovery and utilization. Economic information is analyzed to provide a factual base for industry operations and Government policy.

The estimate includes an increase of $187,000 to carry out research aimed at providing scientific bases that will be needed in establishing and efficiently conducting an eventual oil-shale industry.

Minerals and metals, $14,786,000

This program is aimed at maintaining a strong national supply base despite the ever-increasing demands of an expanding industrial economy and international scientific competition. Latent resources will be investigated to delineate new domestic sources of supply. Mining research and metallurgical research will be conducted to make submarginal deposits commercially useful. Properties of mineral substances will be studied to discover special characteristics and to intensify known attributes through the techniques of chemistry, physical metallurgy, and other advanced scientific methods. In addition investigations of mineral resources will be made for the purpose of determining their location, quality, quntity, and geologic environment.

The estimate includes the following increases:

$776,000 will be used to intensify the mining research program involving research on artificial support, engineering principles, rock disintegration concerned with physical processes of drilling and blasting, water control, rock mechanics, and physics of rocks and rock structures.

$970,000 for accelerating processing and utilization research on domestic mineral resources will be used principally for the replacement of obsolete and the acquisition of new scientific research equipment needed in accelerated programs on process research and on properties of metals, alloys, and materials.

Foreign mineral activities, $500,000

This program is designed to satisfy the needs of Government and industry for current information on mineral developments in foreign lands that affect the mineral economy of the United States.

The increase of $134,000 will be used to obtain more complete statistics on world mineral production, consumption, and trade; and more analytical appraisals of mineral developments in foreign countries.

Health and safety

The 1963 budget estimate for the "Health and safety" appropriation is $8,158,000, and increase of $693,000 over 1962.

The prime objective of the Bureau's health and safety activities are to prevent accidents and injuries in the mineral industries, safeguard the lives and health of those employed in these industries, and extinguish or control fires in inactive coal deposits.

Inspections, investigations, and rescue work, $6,253,000

The ultimate objective under this heading is to prevent accidents and injuries, and by so doing protect the lives and health of workers in the mineral industries. Mine inspection, safety investigations, accident-prevention education, ventilation investigations, and occupational health and working environment studies are all designed to accomplish this objective.

The estimate includes an increase of $282,000, primarily to initiate a study of the causes and prevention of injuries and health hazards in metal and nonmetallic mines in accordance with the provisions of the recently enacted Public Law 87-300.

Control of fires in coal deposits, $377,000

The purpose of this program is twofold: to prevent destruction of valuable coal resources by fire and to protect the lives and health of persons living in proximity to such fires.

Health and safety research, $1,528,000

Under this program, research is conducted on the support of mine roof and control of overburden, ventilation of mines, methods of allaying harmful airborne dusts, prevention of underground fires, and the design and testing of machines and protective devices used in mines.

The estimate includes an increase of $364,000, primarily to (1) expand research on and testing of respiratory-protective equipment, and extending Bureau approval coverage to hazardous industrial uses not presently covered; and (2) to expand the diesel-powered equipment research and testing to keep abreast of modern mining and tunneling requirements and to meet increasing industry requests for the development of safety procedures covering use of such equipment.

Construction

Laboratory facilities, $1 million.—The estimate will provide for the design and preparation of detailed engineering plans and specifications in connection with the relocation of fuels and health and safety functions from Pittsburgh to Bruceton, Pa.; and planning for establishment of a new materials research center at Frederick, Md.

General administrative expenses

The 1963 budget estimate for the "General administrative expenses" appropriation is $1,333,000, an increase of $43,000 over the amount appropriated for 1962. This nominal increase will cover procurement of accounting equipment, expansion of the Bureau's internal audit staff, and within-grade salary increases.

Development and operation of helium properties.

The 1963 budget estimate under this heading is $20 million (borrowing authority), an increase of $10 million over the amount authorized for 1962. This fund is used for the production, conservation, purchase, and sale of helium;

research to discover helium supplies and improve methods of production and utilization; and development of helium properties and reserves.

Office of Coal Research	$2, 000, 000
Office of Minerals Exploration	5, 900, 000
Office of Oil and Gas	731, 000
Total estimate, 1963	8, 631, 000

The total estimate of $8, 631, 000 for these offices is an increase of $6,235,000 above the $2,396,000 available in 1962.

The major increase is in the Office of Minerals Exploration in the amount of $5,150,000. This will provide for stabilization payments to small domestic producers of lead and zinc ores authorized by the act of October 3, 1961, and for financial assistance for exploration of certain minerals.

There is also an increase of $1 million for the Office of Coal Research. Although there is an increase above the amount appropriated for 1962, the program will remain at the 1962 level since in 1962 approximately $1 million was available from prior-year appropriations in addition to the $1 million appropriated for that year.

Fish and Wildlife Service

The Fish and Wildlife Service is responsible for the conduct of research and management programs to conserve fish and wildlife resources for recreational and commercial use and for assistance to the fishing industry.

The estimate of $64,646,000 for 1963 is an increase of $12,259,176 over the amount of $52,386,824 available for fiscal year 1962.

Bureau of Commercial Fisheries

The estimates for the Bureau of Commercial Fisheries for 1963 total $25,293,000, an increase of $2,938,983 over the amount available for 1962. An additional $1,998,000, to be derived from the Pribilof Islands fund, is being requested for "Administration of the Pribilof Islands."

The estimate for "Management and investigations of resources" totals $15,213,000. This represents an increase of $2,637,318 over 1962.

An addition of nearly $1 million is included for expansion of oceanographic research as part of the National oceanographic program, endorsed by President Kennedy. Research in the tropical Atlantic, an area of growing importance to U.S. fisherman, and a source of protein food for the undernourished peoples of developing African nations, will be intensified. Increased knowledge of the living resources of the sea off the east coast of Latin America also will strengthen the alliance for progress.

The Columbia River salmon runs are a vital portion of the highly important and valuable Pacific coast salmon fishery. The Department has recommended against further extensive hydroelectric development in the Middle Snake River salmon production stronghold until a research program can be conducted to ascertain methods for protecting the fish runs. An additional sum of $1,075,000 is budgeted for this emergency program.

Of equal importance is the Federal-State Columbia River fishery development program to offset losses to salmon and steelhead runs resulting from Federal water-use developments in the Columbia River Basin. Some damages have been mitigated through construction and operation of hatcheries, fish screens, fish ladders, and stream clearance. The $1,635,000 budgeted for construction and the $2,100,000 for operation and maintenance of facilities will enable the Bureau to maintain this progress which is so necessary.

The estimate of $300,000 for "Special foreign currency program" is the same as the 1962 appropriation. It provides for the use of foreign currencies for the prosecution of research which will benefit the United States through investigation of the fundamental, long-range aspects of biological and technological problems confronting domestic fisheries, which will increase the fund of basic knowledge upon which intelligent fishery management programs can be based.

The estimate for "Construction" is $8,414,000. At Seattle, the base for research on salmon of the North Pacific Ocean and the Columbia River, an overcrowded building will be replaced with a modern laboratory at a cost of $2,257,000.

At Ann Arbor, Mich., where research is conducted on control of the sea lamprey, which has destroyed valuable Great Lakes trout fisheries, a new fireproof building will be constructed at a cost of $1,448,000 to provide headquarters for research on fisheries of the Great Lakes region.

At Beaufort, N.C., the present radiobiological laboratory, frequently flooded by hurricanes and coastal storms, will be replaced at a cost of $394,000.

At La Jolla, Calif., the converted schooner *Black Douglas*, built in 1928, will be replaced with a modern research vessel equipped for biological and physical oceanographic research. This ship, which will cost $2,500,000, will be used in studies on sardines and other parts of the national oceanographic program. Also included are $150,000 for the design of a fishery research vessel for use in the North Pacific and Bering Sea; $30,000 for the rehabilitation of the warehouse and dock facilities at St. Simons Island Lighthouse Station, Ga.; and $1,635,000 for Columbia River fishery facilities.

The estimate of $616,000 for "General administrative expenses" represents an increase of $134,000 for the establishment of an internal audit staff and to provide for more effective and efficient general administration of the Bureau.

The estimate of $750,000 for "Construction of fishing vessels" is the same as the 1962 appropriation. It provides for payment of the cost differential on fishing vessels to assist certain segments of the fishing industry to construct modern fishing vessels and thus enable them to better meet foreign competition.

Bureau of Sport Fisheries and Wildlife

The estimates for this Bureau for 1963 total $38,989,000, and increase or $9,320,193 over the amount available for 1962.

The estimate for "Management and investigations of resources" is $26,572,000, an increase or $3,231,693, including $473,500 for operation of new hatchery facilities and improved maintenance of all hatcheries; $255,000 for expansion of fishery research in the fields of trout liver cancer, Pacific marine sport fisheries, and fish-pesticide relationships; $916,000 for operation of new refuge facilities and improved maintenance of all refuges; $572,000 for strengthening migratory bird management and enforcement by additional staffing and allowance of premium pay for extra duty of agents; $390,000 for expansion of wildlife research in the fields of waterfowl data analysis and wildlife-pesticide realtionships and for studies of bird hazards to aircraft; $497,000 for a more adequate program of soil and moisture conservation work in the refuge system; and $125,193 for review of applications for drainage assistance which affect waterfowl habitat.

The "Construction" estimate is $4,086,000. It provides $654,000 for continuation of construction of five new hatcheries and improvement of one; $325,000 for continuation of construction of two fishery research laboratories and planning for a new fish-pesticide relationships laboratory; $2,928,000 for the refuge development program and $179,000 for wildlife research facilities and a start on the Northern Great Plains Wildlife Research Station.

The estimate for the "General administrative expenses" appropriation is $1,331,000, an increase of $260,000 over 1962, which is needed for taking on the additional workload and better servicing of expanded operating programs.

Included in the estimates is $7 million for the migratory bird conservation account representing the first installment on an amount of $105 million authorized to be appropriated over a 7-year period by Public Law 87-383, approved October 4, 1961, for the expanded wetlands acquisition program. Amounts so appropriated will be repaid from future receipts from the sale of migratory bird hunting stamps.

Water Development

OFFICE OF SALINE WATER

The total budget estimate for the Office or Saline Water amounts to $9,785,000. This consists of $7,700,000 for the research and development program and $2,085,000 for the operation and maintenance of demonstration plants. The estimate for research represents an increase of $2,445,000 over the appropriation for fiscal year 1962. The estimate for operation and maintenance of demonstration plants is an increase of $1,085,000 over 1962.

Construction funds for five saline water conversion demonstration plants authorized by Public Law 85-883 have already been appropriated. In fiscal year 1963 three demonstration plants will be in operation and two will be completed and in operation during part of the year.

Emphasis during the coming years will be placed on expanding and accelerating the basic and applied research aspects of the program. Public Law 87-295 authorizes $75 million for this work during fiscal years 1962 to 1967, inclusive. There is scientific agreement that more effective and economical means of saline water conversion may yet be discovered and that the foundation of an effective

program is a continuous program of basic and applied research. The general activities to be pursued include exploratory research, extraction and use of by-products, use of atomic energy in conversion, small conversion units, pilot plant construction, and special equipment components.

SECRETARIAL OFFICES

OFFICE OF THE SOLICITOR

The budget estimate for the Office of the Solicitor is $3,747,000, an increase of $255,000 over the amount of $3,492,000 appropriated for fiscal year 1962.

The increase will allow for a modest addition to the existing staff. There is an urgent need to render timely and competent legal services.

OFFICE OF THE SECRETARY

The estimate of $3,568,000 for the Office of the Secretary represents an increase of $132,500 over the amount available in fiscal year 1962. The major part of the increase would be applied to streghthening the information activities of the Department. Minor increases are also included for additional staff and expenses for program direction, coordination, and management activities.

VIRGIN ISLANDS CORPORATION

The estimate for the Virgin Islands Corporation is $3,485,000, an increase of $2,604,000 above the amount available in 1962. The principal need for increased funds results from the rapid growth in the demand for electric power in the islands. The estimate will provide for the installation of a 5,000-kilowatt steam turbine and a 3,000-kilowatt diesel generator on the island of St. Thomas, and a 3,000-kilowatt diesel generator on the island of St. Croix.

IMPORTANCE OF ITEMS

Secretary UDALL. In the first place, I think the members of this committee know far better than I do the importance to the whole country of the items and programs included in the appropriation request in this area. The President feels, as I do, that these investments—and that is what they are—in the resources and development of resources, are the very best appropriations, although they are not really appropriations, because they are investments that can be made. It is his feeling that the time has come for us in this country to begin talking again in terms of conservation and conservation programs.

I am very pleased to say on Wednesday the President will send to the Congress a conservation message covering the whole conservation of resources program, some of which are not in this appropriation bill, but many of which are.

I am glad to have it put in this focus, because I think ever since Teddy Roosevelt's time this has been the most laudable word in the American public life. Therefore, you will find the conservation theme, Mr. Chairman, very strongly in our statement.

VALUE OF NATION'S RESOURCES

I think our strength as a country rests ultimately on the raw materials that this country has and the ability to conserve them wisely. From my trips to other parts of the world this past year, the one thing that always struck me first—and I am sure that Senators who have made trips will agree with me—is that the ultimate power and strength of the country is determined by what resources it has. Our country is most fortunate. Yet we know we have to be good husbandmen. We have to use what we have wisely as we go long. I think, to

single out some of the things that I should like to comment on the most, one would be the increasing contribution that science can make and is making in the conservation field. Deciding how to renew a resource, deciding how to stretch it and make it go further, this is the function of science.

EMPHASIS ON SCIENCE

This is the celebration day of the triumph of science in outer space. There have been a lot of significant triumphs in the resource field. It has meant that our country has been strengthened. You will find that emphasis throughout, and this committee has supported in recent years the strengthening of scientific efforts made in this field. We will have to make more in my opinion.

Senator MUNDT. Mr. Chairman, I would say I thoroughly agree with that, and would like to add a plug for my favorite theme, and that is if we are ever going to solve the agriculture problem, we will have to find some new uses for farm products. I think science does hold the key to the future.

Secretary UDALL. I could not agree more, Senator. I think science can be a great servant if we will let it do that.

OUTDOOR RECREATION RESOURCES COMMISSION

Another item that the committee will find mentioned—and this will come in for perhaps more attention this session on the legislative side—relates to the recent report of the Outdoor Recreation Resources Commission. This Commission has, I think, turned in a very fine report. I think at least one of the members of the committee here served on the Commission. It is underscoring again the importance of the American outdoors and the resources we have in this area. I know one of the things that has bothered the Congress in recent years—and this has been one of the things in my opinion that has prevented us from expanding our national park system, from rounding out acquisition of holdings in our national forests—in other words, land acquisition—has been that we have had the feeling that with all the other responsibilities we have as a Nation, defense and other fields, this was a good thing to do but we could not afford to do it quite yet. We are hoping to come up with, and it will be announced very shortly, an answer to this problem that will create a land conservation fund that we hope the legislative committees will authorize, so that we can set up a means of financing expansion programs in forest and wildlife refuges and parks and enable us also with all these wonderful fresh water reservoirs we create to acquire enough land and to do the job right.

This is something that you will hear more about and we hope that next year when we come up that this fund will be in existence, and it will be part of the appropriation picture.

We are not proposing, Mr. Chairman, to go outside the normal appropriations process for this program.

PUBLIC LANDS MANAGEMENT

In the field of public land management, management of these lands is important. The committee gave us increased appropriations last year for improved soil and moisture conservation, and reforestation programs. There are additional requests this year.

We have made, Mr. Chairman, we think, significant progress last year in reducing the backlog of cases of work in Bureau of Land Management. A few days ago the moratorium was lifted in North Dakota, South Dakota, and Montana, and we hope to get the program current.

Senator BIBLE. Do you have any timetable as to when the moratorium would be lifted in the State of Nevada?

Secretary UDALL. We are trying as soon as our goals are reached. We will lift it as soon as we can. All I can say to you, I don't happen to have the Nevada figure at my fingertips.

Senator BIBLE. You can supply that at a later date?

Secretary UDALL. Our general goal is in the next 6 months to get them all current, and then we will be open for land office business.

PROBLEM IN NEVADA

Senator BIBLE. I might say that, if there is any one problem that is causing me difficulty in my State of Nevada, it is the public land BLM problem. You have cleared up the backlog by rejecting all the applications, which is a very fast way of accomplishing it. It poses some problems on my level as well as the State level. I would hope you could check that and see when we might have the moratorium cleared and get back in business in Nevada.

Secretary UDALL. I will give you an indication before the day is out.

MORATORIUM IN NORTH DAKOTA

Senator YOUNG. How would the lifting of the moratorium affect North Dakota?

Secretary UDALL. We have lifted it. For purposes of accepting applications, nonmineral applications, we just shut the doors and said we had such a big backlog that we were going to dispose of and work our way out of the backlog, and we would not accept new applications until we had taken care of all pending applications. As far as your State is concerned, we are back in business in a complete way. This never did affect the mineral applications. It was in the nonmineral area we were so far behind in some instances. It was a tremendous backlog.

Senator YOUNG. Thank you.

DEPLETION OF GRAZING LANDS

Secretary UDALL. There are two other points. Those of us in the West all know the extent to which our grazing lands have been depleted and need to be restored. We have recently proposed to grazing advisory boards in the West at their meeting in Albuquerque last week—and this is possible under the law—we all know the grazing fees on the Federal lands have always been much below State lands, railroad lands, private lands—we have indicated to these people as far as we were concerned if they wanted to go along with fee increases that we would plow all of the increase back into range improvement programs. If as a major conservation step this Congress sees fit, as I hope it does, to authorize a youth conservation program, we would

have a real workhorse there to get a lot done, and make a real dent in this area of conservation activity.

FEE INCREASES

Senator DWORSHAK. When do you plan to make those fee increases effective?

Secretary UDALL. Our proposal to the grazing advisory boards is that we wanted them to consider this. We wanted them to come up with a solution to this. We have indicated that we will go along if they will go along with increases. We will go along with plowing the increases back into the range.

Senator BIBLE. Mr. Secretary, haven't you also indicated that there would be no increases in fees in this calendar year 1962?

Secretary UDALL. We are pointing ahead.

Senator BIBLE. I think you have already said that through your Under Secretary, John Carr.

Secretary UDALL. Yes.

Senator BIBLE. You have also said that in addition the advisory boards would have to June 1 of this year to make a study and come back to you with recommendations. You are using the advisory boards as the catalyst to try to work out this very complex problem.

Secretary UDALL. That is correct. We are trying to bring them into the decision-making process, and to help them make some decisions with us. The thing that I am forecasting here is: "Can we come up with a future program?" As far as the current year is concerned, we are not contemplating making increases.

Senator BIBLE. That is a calendar year and not a fiscal year?

RESOURCES DEVELOPMENT

Secretary UDALL. That is correct. One of the other programs where resource development, development of our human resources that is very important, is the Indian Bureau programs. This committee over the past several years has supported strengthening the educational program. I believe this is one of the very finest things that has been done. I commend the committee for it. We are moving forward very nicely with these programs.

The theme of our Indian program at the present time is the development of the human potential, development of the resources of these Indian reservations. We are trying both with money that Indian tribes realize from these judgment funds from the Indian Claims Commission, and with the appropriations this committee makes available to the revolving loan fund, through area redevelopment, to draw industry to the reservations.

EXAMPLE OF SOUTH DAKOTA

We point, Senator Mundt, to what has been done in South Dakota, which is one of the finest examples of how we can build up the economy and give these people a chance. We do hope that the committee will continue to support these investments because we know that where we can create jobs for the long haul, and create payrolls and get these people to work, this enables us or will enable us in the

long run to solve the problem of giving these people the opportunity we want them to have to compete with the rest of us in our society.

Senator MUNDT. Mr. Chairman, I would like to confirm the fact that Pine Ridge industrial experiment has worked out better than anybody anticipated. We also have one at McLaughlin, a blanket factory. I am sure that this committee will continue to support the development of economic opportunity on the reservation.

I would also at this point like to say that as far as I am concerned, these steps should not be considered as end goals, but as a bridge by which we train people and equip them to move off the reservation so they can be fully assimilated into the economy of the country. I think at best reservation life is a life of limited opportunity. If our goal is to keep people just happily employed on the reservation, we deny the Indians the opportunity to become lawyers and doctors and dentists and to participate in life as full-fledged Americans.

As the Secretary knows, we have a good friend of his, Ben Reifel, a Sioux Indian, who is a colleague in the Congress. I think we should keep in mind that the Indian has a full American right to aspire and to achieve full equality of opportunity, assimilated in the white man's community or in the all-American community. I don't want us to think in terms of developing resources that tend to hold people on the reservation. I think we should keep in mind always to equip them on the reservation to move off and become fully productive. If the Secretary disagrees with that concept, I would like to have him express himself.

OBJECTIVE OF INDIAN PROGRAM

Secretary UDALL. Of course, Senator, our objective is what you have described, to get our Indian people in the mainstream of American life. I think the best way to do that is to give them adequate educational opportunity, to help them develop their resources. I think as at Pine Ridge when you get industrial development started, this means jobs, this has meant a housing project, and from that juvenile delinquency will go down, more of these people will have the type of opportunity that will enable them to move off the reservation as they desire.

Senator MUNDT. I would hope we would keep active in conjunction with that program a collateral program. I have forgotten the exact title, placement off the reservation or something like that, that helps them find jobs, gives them counsel in a new community, of their choice, and they can vacate these reservation jobs so that others can fill them and become trained for off-reservation employment. I think if we are to continue to keep people walking across that bridge, we have to upgrade the educational opportunity for the Indian and emphasize something on which the chairman has demonstrated positively through the years, and that is additional vocational training for Indian youth and for Indian adults as well.

Secretary UDALL. The vocational training program has been a very fine one.

SIZE OF APPROPRIATIONS

Senator DWORSHAK. Mr. Secretary, you know that during the past year I have been very critical of the Bureau of Indian Affairs, and also for several years in the previous administration. Like you, I have

been interested in this Indian program for many years, and I can recall back 15 years in the House when I think it was Congressman Steger, the full-blooded Indian from Oklahoma, was serving, and he used to make speech after speech on the floor of the House emphasizing that the more money that was appropriated for the Bureau of Indian Affairs, it seemed less and less progress was being made in improving the status of your Indians on the reservations.

I am somewhat shocked by the budgetary request for $38 million increase this year. Is that correct? That is covering the health activities along with the regular Indian Bureau program. This is the equivalent of the entire appropriations for the Bureau in 1948. In the current year the total appropriation amounts to $650 per capita. In your budget if you have the full amount, it will be $700 for every Indian man, woman, and child on the reservation. This verifies the complaints I have been making for many years.

FORT HALL RESERVATION

For instance, on the Fort Hall Reservation, with only 3,500 Indians, the other day the press reported that 1,900 of them were in line receiving surplus food commodities—a recent development because of the widespread starvation on the Fort Hall Reservation. Yet this year $650 per capita and the Indians may be well to do in South Dakota—I know the Senator has been very solicitous about them, and I have said on many occasions that the Senator from South Dakota has done a marvelous job and possibly that might mean that the Senator from Idaho has not been doing so well for his Fort Hall Indians. Is that figure correct?

Secretary UDALL. The figure I have here is a $33 million increase and of that approximately $25 million is for education. It is getting these kids in schools that are not in school.

SCHOOL EXPENDITURES

Senator DWORSHAK. In public schools or reservation schools?

Secretary UDALL. Both. This is the main thrust of the increase. I welcome the Senator putting our people under the closest kind of scrutiny when they come up on the detail.

Senator DWORSHAK. I think they should welcome that.

Secretary UDALL. I think—and I went over this very closely with them—that this is a program that is helping people to help themselves. At a time when we are finding it in the national interest to invest around the globe in helping people to help themselves, I certainly think this would be a bad time to cut our own people.

HISTORY OF INDIAN BUREAU

Senator DWORSHAK. I don't want to cut down materially but the Bureau was organized nearly a century and a half ago for the specific purpose you outlined, to make the Indians as self-sufficient, to become full-fledged American citizens, and yet after the century and a half, spending hundreds of millions of dollars, the record shows—not only during the past year, I can't be too critical of this administration, I was of the previous administration and the previous administration because there has been no change in the trend. If you really mean

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what you say, that you want to help the Indians, I hope the record will show in a few years that we have not just been spending more money which obviously does not reach the intended beneficiaries. That is the record. That is the record in my State.

We don't have as many Indians as you do in Arizona or Senator Mundt has in South Dakota. But the record is not good. I know that you, having had experience directly and personally with the Indian program in Arizona, probably are better qualified to deal with these problems than some of your predecessors.

Secretary UDALL. Senator, I think that some of the points you make with regard to past programs certainly have merit. I think we are moving in the right direction. I think if the Senator would look at Pine Ridge and some of the reservations in Arizona, like White Mountain Apache and Navajo——

Senator DWORSHAK. Fort Hall.

Secretary UDALL. If you could have gone with a group of us and seen these young Indians with a high school education, many of them, as workmen building an $8 million sawmill with the latest modern equipment, almost 97 percent Indian labor, and doing a really efficient job of it, you would realize there is progress. It just seems to me that one of the things that has been wrong in the past in some areas, that we have gone along with a caretaker program, and as we know, from a welfare program. If you have a caretaker program, you don't make progress. Maybe we have needed in some ways to spend more and invest more.

Senator DWORSHAK. It is rather tragic, you will admit, I am sure that 1,000 Indians living on the Fort Hall Reservation are forced to accept surplus food because of their dire financial circumstances.

Secretary UDALL. Yes, I would agree.

Senator MUNDT. Mr. Chairman, my office has sent me a note that General Shuler is there, so I have to leave. I would like to ask one further question, if I may. This does not have anything to do, Mr. Secretary, with your statement per se, because you are going to have representatives before pretty much this same team of Senators in the Public Works Committee dealing with the Bureau of Reclamation. But you yourself might not be appearing then, so I would like to ask one question to straighten out a situation so at least my correspondence to my constituents will be factual. It is this:

PARTNERSHIP IN ELECTRICAL DEVELOPMENT

One of your distinguished assistants has been quoted widely on a statement which he may or may not have made that when the new administration came into power, the partnership concept of electrical development died. You have been quoted in the press also widely on a statement which you may or may not have made that that is not the case. I am not trying to put you on the spot as to what statements were made and which were not made but I wish you would dilate at this point as to what is the policy in that connection.

Secretary UDALL. I hope I can help you on that, Senator. What came to be called the partnership policy in the previous administration, which was exemplified to my way of thinking by the proposals made by the Pacific Gas & Electric Co. to install the turbines and in effect purchase falling water at the Trinity project in California, if

that is or was partnership. My colleague, my Assistant Secretary, was quite right and I concur with him in saying that type of partnership is no longer policy.

I think the decision—very basic decision—my Department made a week ago on the Upper Colorado project, which is an area where for the first time we are getting a whole grid established, is an indication that we are interested in working out cooperative arrangements with private utilities that will strengthen their systems, strengthen our systems, and that will in some instances effect a saving all the way around. We came up with a result in this instance.

Senator MUNDT. I noticed that. From that I concluded what I would consider to be a partnership concept was still prevailing in the Department, and that is you are not dedicated to a doctrinaire position of pressing for public power regardless of the situation you confront, but that you are interested in harnessing together the best resources of private power and public power to give a community the best possible electrical service at the least cost to the taxpayer. I would consider that a partnership program. I didn't ever relate the partnership program just specifically to one project out in California.

PATTERN RATHER THAN POLICY

Secretary UDALL. It was not one project; it was a policy. I think if that was a policy it is no longer the policy as far as the administration is concerned. But I do think that what we did last week—and I have taken criticism for it—was the best thing for everybody concerned. I think it was a good solution. I don't know of a single Congressman or Senator who wants to come to me, whether he is a Republican, Democrat, or conservative or liberal, in the whole basin, who does not believe that this was a good result. It is a pattern of cooperation. It means more efficiency. It is going to mean that we have a stronger system. It means also that the rights of the traditional preference people are afforded full protection. I think this is something that we can take some satisfaction in.

Senator MUNDT. I believe I saw you quoted in the paper that it would save X million dollars to the taxpayers.

SAVINGS UNDER COOPERATION AGREEMENT

Secretary UDALL. There will be very substantial savings to the basin fund, which is a saving to all the people that live in the whole basin. As far as the money that we will have to ask the Appropriations Committee, the other committee that you gentlemen sit on, there will be a saving in the investments that we will have to make in that area.

Senator MUNDT. About how much?

Secretary UDALL. $27 million, according to the plans at the moment. This would be that amount that we won't have to ask the committees for.

Senator DWORSHAK. Mr. Chairman, I think far more important than the actual money saving, which is vital, is the fact that you are making an all-out effort to preserve full cooperation among all of the interests in the basin. If you succeed in doing that, you will have accomplished a great deal in the future development of the entire basin project.

Secretary UDALL. I think this is going to be a very significant result, and it will be good for that whole area in the West. This is my hope at the present time.

TERRITORIAL RESPONSIBILITIES

Mr. Chairman, with regard to our territorial responsibilities I would like to make a few general comments. There are some favorable things taking place. We like the way that the people of these areas are reaching out for self-government and are ready to take more responsibility, particularly with the Virgin Islands. There is one problem that the committee will be particularly interested in. There has been in existence now for more than 25 years——

Chairman HAYDEN. And very expensive.

VIRGIN ISLANDS CORPORATION

Secretary UDALL. The Virgin Islands Corporation. I am sure the chairman is very familiar with it. We voted a couple of months ago to recommend that Congress dissolve this Corporation and turn its assets over to the local government.

We are also going to recommend that these people elect their own Governor. This is in the Caribbean area where the image that the United States presents of democracy in action is very important. We think these people are ready to go. We hope that the legislative committees will take action on the Virgin Islands Corporation, and that it will no longer be necessary for this committee to have any dealings with it.

I think here is an example where we are moving. People are getting on their own. They can take care of their own expenses through their own tax system. I think this is a real step forward.

SAMOAN SITUATION

This committee has authorized, and I think this is again a very wise step—it is the type of thing I have been talking about where if we invest enough and do it in a timely way, we can improve the economy of these people just as with our Indian people and enable them to make significant progress—I refer particularly to Samoa. The Samoans have been just crippling along in the past. Their society is much like that of our Indian peoples. They are rather slow to progress sometimes. And yet, due to the increased appropriations for education and health and other programs, significant progress is being made. One of the most important things that is happening down there, and will happen shortly, is the fact that there will be completed a jet airport. They will then be on the main line. They will be just a few hours away from San Francisco or Los Angeles or Honolulu, and this is going to open up in this area great new economic opportunities for the development of resort facilities.

We want to see that it is done the right way. This will offer economic opportunities that have not been present.

One special item that I want to call this committee's attention to is this: As you find in talking with Gov. Rex Lee, it is not a revolutionary proposal. It is a little new. I hope it is not startling to everyone.

But it is an example of using the latest scientific methods to accomplish a purpose and thereby saving tremendous sums of money.

EDUCATIONAL SYSTEM IN SAMOA

The educational system there is far worse in terms of the type of teachers and the type of facilities than anything we have in this country, including those for the Indian people. The proposal that has been made—and this has been studied by the best people in this country—is that this committee authorize money to set up an educational television network down there.

The Governor will describe this to the committee at length. This will mean that by a relatively modest investment we can educate these young people and give them a much higher quality of education, without having to hire a large number of trained teachers stateside and ship them down there in order to carry out the program.

This is something new. The Governor has gone into this very deeply. He has had two studies made. I hope you will listen carefully to his presentation, because we consider this a real opportunity to show the rest of the world what can be done using TV latest techniques. Some of the committee members may have read the article that appeared 3 or 4 weeks ago in the New York Times about our present responsibilities in the Trust Territory of the Pacific Islands. Here, again, these people who are spread on these islands, hundreds and thousands of miles apart, are a responsibility of this Government. This is a trust under the United Nations. We are on trial in this area. We are making new headway.

The committee gave us additional appropriations last year. I think I should say, that to move forward and do the type of job that we are going to need to do, that we are going to have to ask for additional programs of investment.

I know the committee will want to give special attention to the trust territories because we feel the burden on us and the responsibility upon us is heavier and heavier all the time.

MINERAL RESOURCES

In the field of mineral resources, Mr. Chairman, again this is a field where research is making the main contribution. One of the programs I want to single out for comment because it is a new item and I hope you will discuss at length with Mr. Nolan, Director of Geological Survey. This program was worked out with the President's concurrence, with the Federal Committee on Science, Dr. Wiesner, the President's science adviser, and my own science adviser. This carries out one of the main recommendations of the Kerr Committee on National Water Resources. This would set up within the Geological Survey an Institute for Water Research. This is for basic water research and does not, as some have indicated, trespass upon the field of water research closely related to water and soil. This is basic water research in trying to understand the behavior of and the properties of water, and what this water resource is. We think that this is a very modest program, and yet a very important one to accelerate our research activity.

FISH AND WILDLIFE SERVICE

Again in the Fish and Wildlife Service, our oceanographic research, this tremendous fish resource we have, is extremely important.

One other new program authorized by Congress last year, Mr. Chairman, I should like to comment on, and that is the so-called wetlands program for acquiring adequate habitat for migratory birds. This is a long-range program. The first appropriation is a loan program. The money will be repaid from duck stamp revenues. This is the type of program where we have a goal. We reach it and we have accomplished the purpose. The purpose, of course, is to acquire an adequate refuge system on all of our flyways for migratory birds. This will require the acquisition of about 4,500,000 acres of marshlands and refuge habitat. This we think is a sound program. Again we hope the committee will support it.

RECEIPTS OF DEPARTMENT

Let me make one final comment, Mr. Chairman. It has always been a matter of great satisfaction to my Department, and I am sure to this committee, that this is one of the few departments that has receipts that at times come fairly close to covering or cover a larger percentage of the amounts that are appropriated. As you may have read in the press recently, we are having a very large bidding, 3-million-acre bidding on the Continental Shelf, that may bring in next month an amount that is as large as the total amount that we are requesting for appropriations.

Here again is an example in the statement that I made earlier that in resource management, if we manage our resources properly, if we develop them properly, what money is invested comes back to us manyfold. We think that the budget we have prepared this year has been soundly considered by us. We have given it great attention. We know that the committee will give it their usual careful scrutiny and we hope you can support almost all the items.

Chairman HAYDEN. We thank you very much, Mr. Secretary, for your appearance. I am sure we will have an adequate understanding of your problem before the hearing is over. Thank you, sir.

Secretary UDALL. Thank you, Mr. Chairman.

RANGE APPRAISAL

Chairman HAYDEN. Last year the Senate committee included in its report on this bill a directive to you and the Secretary of Agriculture to initiate a trial program of range appraisal within the existing resources of the two Departments. Please inform the committee just how you are going about this appraisal, and the results which are indicated. The committee would also like to know, if it is available, the cost to the Department thus far.

STATUS OF PUBLIC LAND RANGE APPRAISAL

Secretary UDALL. The field reports in regard to the public land range appraisal being conducted by the Bureau of Land Management and the Forest Service now have been completed. The three areas in which the trial studies were conducted were located in Colorado, Montana, and Oregon. The Bureau of Land Management and the Forest Service today will begin to review the three State reports

and prepare the final report to Congress. A representative from the Bureau of Land Management and the Forest Service for each study area has been detailed to Washington to assist in preparing the final report. It is planned to have the report available for Congress early this spring.

FUNDS FOR NATIONAL ACADEMY OF SCIENCE

Chairman HAYDEN. In the supplemental appropriations bill 1962 there was appropriated to the Secretary $200,000 out of a $500,000 request to be transferred to the National Academy of Sciences for the purpose of preparing a comprehensive study of research relating to conservation and development of natural resources of the United States. No funds at all are asked for this purpose during the coming fiscal year. Would you indicate whether the survey is continuing? If so, what financial provision is made for it; and if not, why has it been decided that the survey is either not necessary or is undesirable? Of what value is the work which has been carried on with the $200,000 appropriated this year?

STATUS OF STUDY BY NATURAL RESOURCES COMMITTEE OF THE NATIONAL ACADEMY OF SCIENCES

Secretary UDALL. In response to a request from President Kennedy, the National Academy of Sciences began last summer the study of the scientific aspects of problems of natural resources. This study is being supported by the Department of the Interior with funds received from Congress in a supplemental appropriation.

The President of the National Academy, Dr. Detlev W. Bronk, appointed a 13-man Committee representing universities, industries and private foundations to conduct the study. The Committee membership includes such men as Sumner Pike, former AEC and SEC Commissioner; Abel Wolman, a world authority on water resources problems; J. G. Harrar, president of the Rockefeller Foundation; Gilbert White, former president of Haverford College and Vice Chairman of the President's Water Policy Commission; Frank Notestein, president of the Population Council; Athelstan Spilhaus, dean of the institute of technology at the University of Minnesota, and Dr. Bronk himself. Other members are Dean Frasché, King Hubbart, Profs. Edwin Gilliland, Philip Morse, and Paul Weiss, and Roger Revelle, science adviser to the Secretary of the Interior.

The Committee has held a series of 2- to 3-day meetings at monthly intervals. At each meeting, a panel of specialists has reviewed with members of the Committee the present state of knowledge, the implications for public policy, and the research needs in a specific resource field. These reviews have included fossil fuels and energy, minerals, food and fiber, marine resources, water resources, the total environment as a resource, problems of waste, and economic and social aspects of resource problems. The Committee staff and members are now making more detailed studies of the questions raised by the panels of specialists preparatory to writing their final coordinated report during the coming summer. This report will be issued during the fall of 1962. It is proposed to complete the study within the $200,000 appropriated.

Chairman HAYDEN. The Bureau of Land Management will appear at 3 o'clock.

(At 10:25 a.m., a recess was taken until 3 p.m., the same day.)

(AFTERNOON SESSION, MONDAY, FEBRUARY 26, 1962)

BUREAU OF LAND MANAGEMENT

STATEMENTS OF KARL S. LANDSTROM, DIRECTOR; HAROLD R. HOCHMUTH, ASSOCIATE DIRECTOR; JAMES P. BEIRNE, ASSISTANT DIRECTOR, ADMINISTRATION; GERALD M. KERR, ASSISTANT DIRECTOR, RANGE AND FORESTRY; JERRY A. O'CALLAGHAN, ASSISTANT DIRECTOR, LANDS AND MINERALS; MARK B. WELT, BUDGET AND FINANCE OFFICER; EUGENE V. ZUMWALT, CHIEF, DIVISION OF FORESTRY; AND CHARLES E. REMINGTON, CHIEF, DIVISION OF ENGINEERING; ALL DEPARTMENT OF THE INTERIOR

RECEIPTS TO STATES AND COUNTIES FOR FISCAL YEAR 1961 BY SOURCES

Chairman HAYDEN. Three o'clock having arrived, the committee will be in order.

As we begin consideration of the 1963 budget estimate for the Bureau of Land Management, I wish to place in the record a table showing the Bureau's receipts by sources, and another showing distribution of receipts to the States and counties for fiscal year 1961.

(The table referred to follows:)

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1959, 1960, and 1961, and the estimated receipts for 1962 and 1963.

	1959	1960	1961	1962	1963
Sales, public lands and materials	$4,239,230	$5,101,297	$4,250,000	$4,820,000	$4,950,000
Fees and commissions	1,265,544	1,798,817	2,476,549	2,058,000	2,260,000
Mineral leasing	92,464,918	94,561,469	109,677,284	111,127,000	113,930,000
Mineral leasing, Outer Continental Shelf	3,412,204	229,456,819	7,304,687	140,000,000	[1]220,000,000
Grazing fees	3,228,332	3,487,992	2,982,188	4,180,000	6,120,000
Right-of-way leases	127,211	169,263	209,724	150,000	175,000
Oregon and California and Coos Bay timber sales	28,960,105	33,828,162	29,866,075	32,200,000	32,200,000
Other timber sales	2,790,755	2,531,175	2,259,682	2,500,000	2,900,000
Miscellaneous receipts	232,572	132,873	219,968	729,000	732,000
Total	136,720,871	371,067,867	159,246,157	297,764,000	383,267,000

[1] Includes $70,000,000 expected to be released from $356,000,000 now impounded.

Distribution of receipts to States and counties, fiscal year 1961

State or territory	Sales of public lands and timber	Mineral leases and permits	Taylor grazing leases	Taylor grazing districts	Total
Alabama	$167	$866			$1,033
Alaska	14,091	3,555,417			[1] 3,573,919
Arkansas	176	48,385			48,561
Arizona	16,191	172,006	$24,690	$10,697	223,584
California	94,206	2,942,415	41,084	6,440	3,084,145
Colorado	9,191	3,326,454	8,633	12,614	3,356,892
Florida	1,340	250			1,590
Idaho	14,025	283,532	7,351	20,999	325,907
Illinois	176				176
Kansas		154,847			154,847
Louisiana	381	139,197			139,578
Michigan	135	4,010			4,145
Minnesota	1,012				1,012
Mississippi	216	2,601			2,817
Missouri	6				6
Montana	6,946	1,658,061	22,707	15,738	[2] 1,762,075
Nebraska	54	7,955	123		8,132
Nevada	37,887	193,559	7,123	40,374	278,943
New Mexico	10,034	8,092,044	6,350	32,474	[3] 8,143,139
North Dakota	33	87,893	1,583		89,509
Oklahoma	722	61,225	267		62,214
Oregon	40,884	11,523	12,303	18,068	[3] 14,537,451
South Dakota	127	45,765	11,751		57,643
Utah	2,553	2,927,015		32,490	2,962,058
Washington	6,393	2,155	4,521		13,069
Wisconsin	108				108
Wyoming	2,846	13,019,773	52,225	28,494	13,103,338
Total	259,900	36,736,948	200,711	218,388	51,935,891

[1] Includes $4,411 for Alaska school lands.
[2] Includes under Executive Order 10787 of Nov. 6, 1958, Montana, $58,623 and New Mexico, $2,237, from grazing.
[3] Includes $14,454,673 on account of O. & C.

Management of Lands and Resources

JUSTIFICATION

I will also place in the record the justifications of the budget estimate for "Management of lands and resources." This amounts to $41,552,000, an increase of $8,079,871 over the amount available for fiscal year 1962.

(The justification referred to follows:)

The budget for the Bureau of Land Management for 1963 reflects substantial expansion in the many resource management programs conducted by the Bureau. This expanded effort in public land management is in direct response to the President's message on natural resources of a year ago which directed needed attention to the status of our public lands. It is notable that this is the year in which the Nation will commemorate the 100th anniversary of the Homestead Act, the 100th anniversary of the Land Grant Colleges and Universities Act, and the 150th anniversary of the General Land Office. While paying heed to the heritage of the past, immediate action is essential to improve and preserve the public lands and their resources in keeping with present and future national needs.

The Bureau of Land Management administers 477 million acres of public land primarily located in 11 Western States and in Alaska, including the forest, forage, and mineral resources of the lands. These resources are managed and conserved for the benefit of the Nation as a whole, while at the same time they are made available within proper conservation limits to the public and industry.

Fiscal year 1961 was a year of change and adjustment in the prosecution of the Bureau's programs. Some of the major accomplishments were—

1. The Bureau was reorganized in order to effect a more efficient and productive organizational structure. After extensive study and review it was determined that certain organizational shifts involving the consolidation of similar services and functions at the area and State levels would be in the best interest of good management. This was accomplished by grouping certain technical functions at the State level. By thus strengthening the technical and operating staffs at State headquarters, the intermediate area level was eliminated and a more efficient and streamlined organization effected.

2. In February 1961, an 18-month moratorium was ordered on the filing of applications for the lease or sale of public lands for purposes other than grazing, minerals, and the sale of materials. The moratorium is permitting the Bureau to process on an orderly basis the backlog of pending applications. It is expected that the backlog will be cleared up by the end of fiscal year 1962. During the moratorium, the Bureau is classifying and opening areas of the public lands for various uses by private and governmental organizations and individual citizens.

3. The Congress provided supplemental funds ($1,425,000) for the rehabilitation of burned over forest and range lands so that damage to the resources by fire could be minimized and the lands restored to productivity. Fiscal year 1961 was the first year in which fire rehabilitation work was performed on any major scale. The program has proved so successful that similar funds were appropriated in 1962.

4. Approximately 1 billion board feet of timber again was sold from the Oregon and California grant lands.

5. Projected survey protraction diagrams were completed and accepted covering some 6,700,000 acres in Montana and 6,500,000 acres in Utah; a total of 1,151,000 acres of cadastral surveys and resurveys were accepted and, in addition, 1,367,000 acres of surveys and special surveys in the Western States were completed on the ground.

The current fiscal year to date is notable for increased effort in all major programs, made possible by increased appropriations for 1962 and new developments and approaches to the work of the Bureau. The Bureau has developed and adopted a master unit classification system. This system was designed to provide an orderly and systematic means for study of public and private land needs in areas containing public lands; to identify what land tenure adjustments are required to satisfy these needs, consistent with the public interest; and to accomplish the tenure adjustments so identified.

Representation on State and national advisory boards for public lands has been expanded to reflect multiple interests in the national land reserve. The advisory boards in the 10 western public land States, and the National Advisory Board Council will include representatives such as the forest products industry, minerals industry, soil conservation, outdoor recreation, urban and suburban development, and county and State government, as well as livestock and wildlife. Broadened representation will strengthen multiple-use management of the national land reserve.

A joint trial study of public land range appraisal is being conducted by this Bureau and the Forest Service. The study is planned to make an analysis that will give a realistic estimate of the present condition of public range lands, current production, potential or capabilities of the range, and improvements and conservation practices required to bring about the full productive potential of these lands. Three pilot studies are being conducted.

A review of known needs for soil and moisture conservation work has been completed. This review indicates that the soil and moisture conservation requirements are considerably greater than previous estimates had indicated. In fact, at present levels of activity it would take 100 years to meet present needs. Consequently a substantial increase is requested for the soil and moisture program in 1963.

The budget for fiscal year 1963 under the operating appropriation, "Management of lands and resources," provides for significant increases in several major programs. A comparison of the 1962 and 1963 total programs appears below:

Appropriation, 1962	$32, 500, 000
Supplemental appropriation, 1962	1, 250, 000
Total appropriation, 1962	33, 750, 000
Transferred to General Services Administration	277, 871
Total amount available, 1962	33, 472, 129
Increase, 1963	8, 079, 871
Total program, 1963	41, 552, 000

The amounts shown above for fiscal years 1962 and 1963 are exclusive of supplemental appropriations for fire suppression costs which will be proposed during each year as required.

The increase of a little over $8 million will be applied to the following major tasks:

1. Acceleration of the comprehensive inventory on the public lands called for by the President, prompt action on applications for title or lease, improved record service to the public, recreation planning, and increased trespass control in the management of land and mineral resources;
2. Acceleration of range resource inventory and the range adjudication program, intensified range use supervision, and increased attention to multiple-use management of public range lands;
3. Expansion of the fire presuppression program to provide for quicker and more adequate action in the fighting of fires on or threatening the public lands;
4. Improved management and protection and increased reforestation of forest lands;
5. Additional cadastral surveys in support of expanding resource management programs and in connection with the State selection program in Alaska;
6. Acceleration of the soil and moisture conservation program including the rehabilitation of currently burned-over forests and range lands. For the last 2 years the Congress has appropriated supplemental amounts for the rehabilitation of burned-over lands. The budget for 1963 proposes to handle fire rehabilitation as a regular program.

The Bureau of Land Management is a producer of substantial revenue to the U.S. Treasury and to States and counties. Receipts for 1963 are estimated at $383 million, of which $59 million will be paid to States and counties in which the public lands are located. Thus, receipts continue to be several times the amount of investment in the resource management and development programs conducted by the Bureau.

Management of lands and resources

Appropriation, 1961	$25, 950, 000
Second supplemental appropriation, 1961	1, 425, 000
Third supplemental appropriation, 1961	4, 696, 000
Total amount available, 1961	32, 071, 000
Appropriation, 1962	32, 500, 000
Supplemental appropriation, 1962	1, 250, 000
Total appropriation, 1962	33, 750, 000
Transferred to "Operating expenses, Public Buildings Service" (75 Stat. 353)	−277, 871
Total amount available, 1962	33, 472, 129

Summary of increases and decreases, 1963

Lease and disposal of land and mineral resources: To provide for acceleration of comprehensive inventory of the public lands, prompt action on applications for title or lease, improved records service to the public, recreation planning and increased trespass control	+$1, 842, 254
Management of grazing lands: The requested increase will accelerate the conduct of resource inventories and the range adjudication program, increase attention to multiple-use management of the public lands, and expand the fire presuppression program	+1, 564, 348
Forestry: To provide for improved management and development of forest resources and for increased fire protection in Alaska	+1, 697, 949
Cadastral surveys: To provide for additional surveys in support of expanding resource management programs in Western States and in connection with State selection program in Alaska	+814, 600
Soil and moisture conservation: To accelerate the soil and moisture conservation program and to provide for the rehabilitation of currently burned-over forest and range lands	+2, 111, 470
General administration: To provide more adequate staffing for administrative activities consistent with the expansion of resource programs	+49, 250
Net change, 1963	+8, 079, 871
Budget estimate, 1963	41, 552, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increases
1. Lease and disposal of land and mineral resources	$8, 144, 357	$8, 992, 746	$10, 835, 000	$1, 842, 254
2. Management of grazing lands	3, 097, 342	4, 035, 652	5, 600, 000	1, 564, 348
3. Forestry	6, 001, 758	7, 102, 051	8, 800, 000	1, 697, 949
4. Cadastral surveys	2, 863, 809	3, 675, 400	4, 490, 000	814, 600
5. Soil and moisture conservation	5, 116, 877	6, 413, 530	8, 525, 000	2, 111, 470
6. Fire suppression	4, 081, 065	400, 000	400, 000	
7. Maintenance of physical facilities	46, 980	178, 000	178, 000	
8. Maintenance of access roads		25, 000	25, 000	
9. Weed control	797, 383	909, 000	909, 000	
10. General administration	1, 640, 361	1, 740, 750	1, 790, 000	49, 250
Unobligated balance lapsing	281, 068			
Total	32, 071, 000	33, 472, 129	41, 552, 000	8, 079, 871

1. Lease and disposal of lands and mineral resources

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Title, lease, and records service	$5, 390, 560	$5, 425, 283	$6, 000, 000	+$574, 717
(b) Field examination and classification	2, 206, 707	2, 849, 000	4, 100, 000	+1, 251, 000
(c) Records improvement	547, 090	718, 463	735, 000	+16, 537
Total	8, 144, 357	8, 992, 746	10, 835, 000	+1, 842, 254

(a) Title, lease, and records service

The former title "Adjudication of Applications" has been superseded by the present title which more accurately describes the broad variety of work that is involved. Emphasis is being placed on all those functions necessary to the proper management of land and mineral resources of the public lands, with full regard for present and future public requirements. The estimate of $6 million represents an increase of $574,717 over the funds for fiscal year 1962. The addition is programed as follows:

(1) An increase of $496,717 to cope adequately with the more than 12,000 simultaneous oil and gas lease offers being filed monthly and with the increasing workloads in Federal-aid highway and other rights-of-way and, to meet the necessary record, adjudicative and other service requirements to support a stepped-up program of Bureau-motion sales, leases, permits, and exchanges attendant to active rather than passive management of the national land reserve.

(2) An increase of $25,000 for recording, processing, and adjudicating intensified State selection activity in the States of Alaska and Utah.

(3) An increase of $53,000 to meet an increased adjudication workload resulting from expanded enforcement of the trespass laws.

Need for increase.—Simultaneous filing procedures for terminated oil and gas leases have resulted in increased case closures and revenues of over $120,000 a month. However, additional manpower needs also have been created to avoid disruption to other urgent work, particularly in those State offices where from 3,000 to 9,000 filings must be processed each month. Additional funds would end the monthly "crises" of overtime and details. These funds would permit processing of these mass filings on an orderly basis and insure maintenance of other minerals processing on a current basis.

In a little over a year, applications for rights-of-way have doubled. This increase in workload is attributable largely to increased Federal-aid highway construction, with new filings now exceeding 250 a month. More attention to the adjudication of these complex applications must be provided if we are to keep pace with State and National highway-building programs.

As an essential partner to the master unit classification program described in the "Field Examination and Classification" portion of this narrative, programs in title, lease, and records service must be expanded. Sales and other title transfers must be planned to meet public and private needs consistent with national interest. Preliminary studies indicate that at least 7,000 tracts involving 100,000 acres will be required to meet minimum demands in fiscal year 1963. Securing of desirable lands, "blocking up" of Bureau management areas, and adjustment of boundaries also will be required, involving an intensified program of exchanges initiated by the Bureau on its own motion. An estimated 500,000 acres would be involved in such exchanges in 1963. In addition, immediate attention must be given to securing tenure on lands chiefly valuable for public recreation and/or sustained Federal management programs if present and future national needs are to be met adequately.

The State of Alaska is selecting lands each year to fulfill the various grants provided or confirmed by the act which gave it statehood. Nearly 11 million acres have been selected to date out of the 103,350,000 acres allowed. Utah has embarked upon a program of selections whereby some 100 applications (in 640-acre units) are being filed monthly, a pace that will continue until the remainder of its grants, about 700,000 acres, has been satisfied. Additional funds are necessary to keep pace with these intensified State programs.

The biggest administrative problem in the mining law field arises from the use of mining claims for nonmineral purposes. Every year thousands of mining claims are located for every conceivable use other than mining. Claims are commonly used as homesites, summer cabin sites, hunting camps, restaurants, filling stations, motels, farms, and other uses. It is estimated that there are at least 10,000 such cases on lands administered by the Bureau. Without an active and effective program of enforcement, abuse will not only continue, but grow.

The growing interest in public lands also is resulting in an increasing volume of inquiries for information on public land laws, regulations, and procedures. Requests to examine case files for copies of maps and documents and for land status reports are increasing each year. The activities of land locators or promoters and mineral brokers have compelled us to increase our efforts to inform the public of the requirements of the land and mineral laws and regulations to the extent that this phase requires 20 to 40 percent of the time of some offices.

Plan of work.—The moratorium on certain types of lands cases, which extends from February 1961 to September 1962, will result in a reduction in incoming lands cases during that period. It is estimated that by the end of fiscal year 1962 cases pending will represent a pipeline of current adjudication work. The status of lands and minerals adjudication workloads is summarized as follows:

	1960 actual	1961 actual	1962 estimated	1963 estimated
Cases pending, start of year	100,675	105,246	94,252	89,000
New and reactivated cases	259,107	316,007	320,000	380,000
Cases closed	254,536	327,001	325,252	384,000
Cases pending, end of year	105,246	94,252	89,000	85,000

It should be noted that the above table includes the figures for both lands and minerals adjudication, and that simultaneous oil and gas filings account for the preponderance of the totals. In lands, for example, it is expected that adjudicative backlogs will be reduced from over 41,000 to approximately 11,000 during fiscal year 1962 as a result of the moratorium and increased attention to the meeting of public demands through Bureau-motion sales.

(b) *Field examination and classification*

The estimate of $4,100,000 is an increase of $1,251,000 consisting of—

(1) An increase of $678,000 to complete the initial inventory and preliminary analysis of lands administered by the Bureau and to initiate detailed land and mineral analysis, evaluation, tenure adjustment, appraisal, and land disposal where there is demonstrated need.

(2) An increase of $380,000 to secure greater enforcement of the trespass laws.

(3) An increase of $143,000 to provide for recreation inventory, classification, tenure adjustment, and site planning.

(4) An increase of $50,000 to improve the professional competency of the appraisal staff in order to assure the sufficiency of Bureau of Land Management appraisals.

Need for increase.—Inventory and analysis of the public domain referred to as master unit classification and initiated in fiscal year 1962 should be intensified and expanded.

Under this program the Bureau will—

(1) Take an inventory of the public domain lands.

(2) Divide these lands into geographic units and examine each to determine the type and extent of its natural resources and its present and potential contribution to the national welfare.

(3) Analyze public and private needs in areas containing these lands and determine what tenure arrangements, including lease and title transfer, can accommodate those needs, consistent with the public interest.

This program will provide an adequate basis for the determination of proper land tenure arrangements on the public lands that are consistent with both present and future needs. Initial analysis and inventory of approximately 30 percent of the public lands are programed in 1962. With the increase requested, the entire initial analysis and inventory can be completed during fiscal year 1963 and work started toward intensive, or detailed land and mineral analysis.

Some 300,000 acres of detailed classification studies will be completed in 1962. An additional 300,000 acres are programed for detailed classification work in 1963 so that lands can be made available for the minimum residential, industrial, commercial, recreational needs during the fiscal year.

There are an estimated 10,000 cases of unauthorized use on the public lands. If adequate resource management is to be attained and full returns for property received, there must be a concentrated effort to control such actions. The requested funds will permit a substantial start on a program of land and resource protection.

Increased use of the recreation and wildlife resources of the Western States already has had a significant impact on the public lands. Recreation visits to primary sites on the public lands reached an estimated 2.3 million visits in 1960 and are expected to increase. Action is required immediately to identify, plan for, and insure tenure on those portions of the lands best suited to public recreation.

Increased emphasis upon the resource appraisal responsibilities of the Bureau is needed if the Government is to receive full return for its property. A staff of highly trained, professionally qualified and recognized appraisers must be developed and professional appraisal standards must be maintained.

Plan of work.—The master unit classification program, increased enforcement of the existing laws, increased attention to recreation needs, and added emphasis on the caliber of Bureau appraisals represent activities which are programed for

implementation in fiscal year 1963. In addition, the traditional work associated with this function of field investigations in connection with mineral patents, title transfers, and use permits will be maintained on a current basis.

The following table illustrates the status of the field examination and classification caseload, anticipated backlog reduction, and expected maintenance of "pipeline," i.e., current, operations:

	1960 actual	1961 actual	1962 estimated	1963 estimated
Cases pending, start of year	49,183	41,248	28,899	21,000
New and reactivated cases	39,335	32,267	22,000	25,000
Cases closed	47,270	44,616	29,899	27,000
Cases pending, end of year	41,248	28,899	21,000	19,000

(c) *Records improvement*

The estimate of $735,000 is an increase of $16,537 over the amount available for fiscal year 1962. It will provide for the continuation of the records improvement project by the construction and installation of the revised records system for 1,500 townships in South Dakota, records of which are maintained in the Montana land office, and complete revision of records in the Nevada land office.

Plan of work.—It was originally programed that funds available for 1962 would be utilized to construct new records for all of Montana and only 1,500 townships in North and South Dakota. Current interest in lands and resources of the Dakotas requires a total conversion by the new records of 1,500 townships in each of the 2 States. Thus, 1,500 townships in North Dakota will be completed in fiscal year 1962 and 1,500 township records for South Dakota will be completed in fiscal year 1963. This will complete the installation of the revised records system in the Montana land office. In fiscal year 1963 the new land and resources status records will be constructed and installed in the Nevada land office. This program will be continued by force account.

2. Management of grazing lands

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Administration of grazing lands	$2,835,861	$3,376,652	$4,400,000	+$1,023,348
(b) Fire presuppression	261,481	659,000	1,200,000	+541,000
Total	3,097,342	4,035,652	5,600,000	+1,564,348

(a) *Administration of grazing lands*

The estimate of $4,400,000 is an increase of $1,023,348 consisting of—

(1) An increase of $385,000 to accelerate range resource inventories and dependent property surveys which are basic to completion of the range adjudication program.

(2) An increase of $400,000 to provide adequate progress in range adjudication and apportionment of grazing privileges to remain on schedule with the longstanding objective of completing the adjudication program by July 1, 1967.

(3) An increase of $100,000 to expand range studies and cooperative research as a basis for sound long-term range management programs.

(4) An increase of $138,348 to intensify supervision of range use to assure compliance with licenses and permits, prevent grazing trespass, followup on use adjustments, and protect rehabilitated areas.

Need for increase.—The proposed increase will provide for much needed expansion and acceleration of all phases of the grazing administration program. The increase will be used for improved management, protection, conservation, and development of range and related resources on 178 million acres of public rangelands in the Western United States and an estimated 100 million acres of usable livestock and big game range in Alaska.

The grazing administration program directly involves the grazing operations of approximately 30,000 licensees, permittees, and lessees. Involved also are the

communities and local governments of the Western United States which service and are dependent upon the livestock industry. The public lands in these States supply approximately 17 million animal unit months of forage to 8,350,000 head of domestic stock. Approximately 1,280,000 big game animals consume an additional 1,600,000 animal unit months of forage, excluding Alaska.

In addition to general improvement in the administration of grazing lands, major accomplishments programed for 1963 within this estimate are as follows:

(1) Range resource inventories on 20 million acres of the 54 million acres of public lands not yet inventoried in the Western United States. Dependent property surveys will be completed on 2,000 of the 6,600 ranch units yet to be surveyed. These phases are basic to the completion of the range adjudication program.

(2) To assure proper use and management of the public rangelands, range adjudication and apportionment of grazing privileges will be pressed to accomplish a goal of 200 of the remaining 750 public land grazing units remaining to be adjudicated and 2,000 of the 6,600 remaining ranch units or range livestock operations.

(3) To more adequately base long-term range management programs, range studies will be continued to accurately determine range condition and trend, to collect data on actual range use, to obtain facts concerning the proper degree and season of use of native rangelands for both livestock and big game, and studies will be undertaken to determine the forage production potentials of the public range. Cooperative research projects with the land-grant colleges and other Federal agencies will be continued. Range studies and inventories will be initiated in Alaska as a basis for sound management of the public lands presently grazed by livestock and the development of a grazing industry on the remaining lands suitable for livestock production. Studies are programed for management of reindeer ranges and public lands used primarily by wildlife.

(4) Range-use supervision will be strengthened to assure compliance with licenses and permits issued, the prevention of grazing trespass, and conformance with established range management programs. Intensive management will be applied on depleted ranges to curb further deterioration of soil, water, and forage resources, and to establish a trend toward improvement. Necessary followup management will be increased on areas for which range adjudications have been completed to assure the effectiveness of range-use adjustments and improved range-use practices. Special attention will be given to the protection and management of areas treated under the soil and moisture conservation program over the years.

The key to efficient grazing administration is adequate staffing. Based on the increases proposed for 1963, there will be over half a million acres of Federal range administered by the Bureau of Land Management for each range manager position available, exclusive of Alaska.

Plan of work.—Reliable basic data obtained from range resource inventories, surveys, and studies provides the foundation for proper management and development of the public range. More and higher quality basic information is necessary to adequately supply the needs for range adjudication and allotments, decisions regarding long-term management requirements, and day-to-day supervision and direction of grazing use on the public range.

Resource appraisals and studies of the public grazing lands will include in addition to forage production estimates, determination of range site potentials for forage production and development, inventories of available stock waters, range condition and trend observations, forage utilization and actual use studies, inventories of needed range-use facilities, and special investigations of wildlife habitat and methods and practices for its improvement on the public lands. Cooperative research with State and other Federal agencies will be continued to perfect improved management and land-use techniques.

The range adjudication program requires intensive inventories of the range resources on about 54 million acres not previously covered by such surveys and an additional 25 million acres previously covered by extensive surveys are in need of reexamination. Required also is the completion of dependent property surveys on 6,600 ranch units varying in size from a few acres to several thousand acres. The increased program for 1963 will permit acceleration and progress on these basic work requirements.

Completion of the entire range surveys and adjudication program by July 1, 1967, is a Bureau of Land Management objective of long standing. It also is basic to the establishment of long-range conservation and management programs

designed to stop further deterioration of the public range and assure progressive rehabilitation and sustained economic use of this valuable public resource.

To insure sound management of the public grazing lands following adjudication, individual and group allotments and demonstration pastures will be established to provide for controlled grazing and the application of proven range management techniques. Intensive management requires increased and continuous range-use supervision to insure compliance with regulations and established administrative practices.

The range management program in Alaska will be expanded to assure the application of sound range management practices to approximately 2 million acres of public lands presently held under livestock grazing lease, and to systematically classify and establish good conservation practices on the remaining 8 million acres believed suitable for livestock production as the industry expands. Reindeer grazing permits will be issued for existing commercial herds and investigations made as needed to establish divisions or allotments and to assure the best practical management of reindeer ranges. Game ranges will be examined to determine the need for adjustments in game use and to provide information for future management programs.

(*b*) *Fire presuppression*

The estimate of $1,200,000 is an increase of $541,000 consisting of—

(1) An increase of $161,000 for accelerated hazard reduction.

(2) An increase of $130,000 for the expansion of detection systems.

(3) An increase of $250,000 for the replacement and expansion of equipment complement.

Need for increase.—Substantial expansion of presuppression functions is necessary to the conduct of a more effective fire suppression program including reduction of damage to the resources.

Wild fires on public lands are a constant threat to the conservation of the natural resources of the public lands. The frequency of fires continues to increase with accelerated public use of the lands. Nearly 60 percent of all range fires are man caused.

In view of the growing fire danger to the public lands, presuppression activities need to be expanded to the level required to properly organize, train and equip an adequate fire control organization. Inadequacy of this phase of the program can create safety hazards, threaten life and investments, and almost invariably results in increased costs of individual fire suppression as well as in the loss of surface resources.

Plan of work.—Disposal of flash fuels and snag felling are planned on 3,800 acres of public lands. Development and maintenance of over 1,700 miles of firebreaks and truck trails are planned to alleviate fire hazards and risk of fires spreading from roadways and railroad rights-of-way, and to break up large areas of continuous flammable fuels. These measures also will provide access to presently inaccessible areas for more prompt suppression. The accelerated program for development of fire lanes and truck trails is an increase of nearly 65 percent over the 1962 program.

In cooperation with other fire protection agencies public education will be strengthened to reduce man-caused fires and to develop public awareness of the devastating effects of fire. Accelerated investigation and prosecution of violators for setting fires will be undertaken.

The funds requested will provide orderly expansion and replacement of equipment, tools and supplies resulting in more prompt suppression, reducing fire losses toward a practicable minimum.

Planned expansion of the VHF radio communication system in areas where communications are unavailable will provide direct communications between the detection system and the suppression organization. Leased teletypewriter facilities are planned in areas of high fire incidence to receive and relay fire weather data and forecasts from weather forecasting offices. These facilities will make available current weather information to better enable the fire control organization to attack fires with complements of force consistent with the prevailing fire weather conditions.

Plans are to improve the detection system to cover high risk and hazard areas to provide for early detection of all fires. Plans are to extend truck trails and fire breaks to some of the more inaccessible and remote areas to curb fire spread and to provide rapid access for early fire suppression action.

Present obsolete and hazardous equipment will be replaced with modernized units and facilities for more effective fire control. Effective and timely fire

suppression will be enhanced by aerial application of fire retardants and by the modernization and expansion of the current detection system.

3. Forestry

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Oregon and California grant lands	$3,199,228	$3,501,802	$4,100,000	+$598,198
(*b*) Public domain	2,802,531	3,600,249	4,700,000	+1,099,751
Total	6,001,758	7,102,051	8,800,000	+1,697,949

(*a*) *Oregon and California grant lands*

The estimate of $4,100,000 is an increase of $598,198 consisting of—

(1) An increase of $363,000 to expand forest management activities for a more complete utilization of the resource potential and better control of depletions of resource inventory.

(2) An increase of $49,000 for contractual fire protection as a result of increased costs and for the improvement of existing methods of protection.

(3) An increase of $186,198 for reforestation to restore nonproductive timberlands to full production by fiscal year 1965.

Need for increase.—The depletion of private timber holdings, coupled with industry's improved, more complete standards of utilization, place a heavy management burden on the intermingled O. & C. forest lands. In past years the larger, highly valued, and more accessible timber was sold and cut. Greater demands by the public as well as the timber operators for fuller use of the resource requires complex, detailed planning to insure a balanced, multiple-use program. Developing a timber drainage for harvesting and restoring a sawtimber crop is no longer adequate. All management plans must take full cognizance of the land potential. Roads must be designed to serve the recreational public as well as the timber industry. Timber cutting practices must be established that protect the soil and watershed values, that consider wildlife habitat, and that preserve scenic values. At the same time these cutting practices must provide for efficient timber harvesting and for conditions which are conducive to the establishment of the next genetically superior crop.

The specific phases of this program which require additional funds and effort in fiscal year 1963 are: (*a*) intensification of management planning to permit full recovery of resource benefits; (*b*) expansion of sales of thinnings and salvage; (*c*) additional contractual fire protection primarily reflecting increased costs; (*d*) expansion in snag felling operations in order to reduce the existing area requiring such treatment; (*e*) acquisition of easements and rights-of-way; (*f*) expansion in contract administration because of set-aside sales in cooperation with the Small Business Administration; (*g*) acceleration in the closure of timber trespass cases to offset the backlog of cases which has increased rapidly in the last 2 years; and, (*h*) substantial expansion of the reforestation program to preclude reduction of the annual allowable cut.

Plan of work.—Forestry activities conducted on the Oregon and California grant lands include the three major functions of forest management, forest development, and forest protection as described below:

(1) Forest management: The estimate includes $3,200,000 for this function which is an increase of $363,000 over the amount available for fiscal year 1962. This function encompasses all work directly related to the production and sale of O. & C. timber under a sustained yield program with full recognition of all compatible uses of the resource to maximize long-term local and national benefits. Forest products harvested annually from O. & C. lands are renewable resources. With adequate protection and competent management vital timber crops can be harvested at a price considerably in excess of the basic costs of managing these resources.

The volume, sale price, and receipts for O. & C. and CBWR timber sold during 1958–61 and estimated receipts for fiscal years 1962 and 1963 are as follows:

Fiscal year	BLM sales		Receipts	
	Volume sold [1]	Sale price	BLM	Forest Service
1958	760,737	$19,041,340	[2] $19,521,384	[3] $3,580,332
1959	901,862	29,421,660	25,863,966	3,096,139
1960	1,005,897	34,387,039	29,521,537	4,306,625
1961	991,842	26,261,765	26,424,830	3,441,245
1962 (estimated)	1,000,000	28,500,000	28,200,000	4,000,000
1963 (estimated)	1,000,000	30,000,000	28,200,000	4,000,000

[1] Thousands of board feet.
[2] Includes receipts from sale of Coos Bay wagon road grant lands timber.
[3] Includes $800,000 transferred by the Forest Service from prior year collections.

While the depressed lumber market has affected total receipts since fiscal year 1960, it is noteworthy that approximately 1 billion board feet has been offered and sold to industry yearly since the end of fiscal year 1959.

Management of O. & C. timber in fiscal year 1963 is expected to be more difficult than in previous years for the following reasons: (*a*) development plans must be more detailed and exact because of heavy demand for different uses by various segments of the public; (*b*) cruise and appraisal of timber for cutting is becoming more complicated because of industry's utilization standard changes; (*c*) timber sale offerings are being pushed back into more remote, rugged, and less accessible terrain; (*d*) individual sales are becoming smaller in size and are requiring closer, detailed supervision because of contractual requirements including reforestation, soil and streamflow protection, fire hazard reduction and SBA road loans; (*e*) greater extraction of marginal, defective, and thinning material is planned; (*f*) increased private cutting adjoining O. & C. lands, as a result of anticipated improvement in the lumber market, will cause more inadvertent trespass; and (*g*) access into the more remote areas will be harder to acquire because of absentee ownership and lack of immediate private need for reciprocal access agreements.

(2) Forest development: The estimates include $250,000 for this function which is $186,198 over the amount available for fiscal year 1962. This amount represents the Government's direct contribution to the reforestation of the O. & C. lands; $700,000 also is made available for this program under the receipt limitation appropriation "Oregon and California grant lands." During the period 1950–61 approximately 314,000 acres have been cut over and 148,000 acres have been artificially seeded or planted. It is estimated the existing backlog, including nonreforested areas, areas of unsuccessful projects, and inadequately stocked areas, will total 100,000 acres at the beginning of 1963. Estimated "growth losses" on these partially productive or nonproductive areas total 50 million board feet valued at current market prices at about $1,350,000. This material could provide 600 man-years of labor annually and, converted into returns to the Nation's economy as an end product, would be valued at about $27 million.

(3) Forest protection: The estimates include $650,000 for this function which is $49,000 over the amount available in fiscal year 1962. The increase is due to rising contract and service costs as well as a need to remove standing unmerchantable dead trees which form a fire hazard. Contracts for fire protection are negotiated with the State of Oregon and the U.S. Forest Service on a rate per acre that is based on their cost experience. Through these contractual arrangements BLM avoids duplicating existing fire organizations. The Bureau contributes to presuppression and control measures by removal of snags, slash disposal, and development of fire trails. The program for fiscal year 1963 is as follows:

Contract protection	$558,000
Snag felling, slash disposal, and fire trails	62,000
Supervision and inspection	30,000
Total	650,000

(*b*) *Public domain*

The estimate of $4,700,000 is an increase of $1,099,751 consisting of—

(1) An increase of $469,889 to accelerate inventory, management planning, access development, and sales offerings.

(2) An increase of $151,000 for increased cost of contract protection and to complete studies of fire protection cost in Western States.

(3) An increase of $178,862 for increased cost of services plus an expansion of the Alaskan fire protection system.

(4) An increase of $300,000 for reforestation of an additional 2,500 acres and the initiation of survey work for planned backlog reduction.

Need for increase.—A recognition of the vast acreage of public domain forest lands and their potential contribution to the Nation's developmental needs, demands a substantial acceleration of this function in order to raise forest productivity and these lands above existing substandard levels. Among the specific activities which require additional funds and efforts in 1963 are those necessary to: (*a*) increase the inventory program to obtain the basic data for sound resource management; (*b*) increase the reforestation program from approximately 3,500 acres in fiscal year 1962 to 6,000 acres in fiscal year 1963 and provide surveys and seed for an expanded program; (*c*) substantially expand advanced planning for access roads, timber sales and related activities including needed easements and rights-of-way; and (*d*) increase the volume of timber to be offered for sale to 200 million board feet as compared to 159 million offered in 1961 and and estimated offering of 190 million in fiscal year 1962.

Plan of work.—Forestry activities conducted on the public domain include the three major functions of forest management, forest development, and forest protection as described below:

(1) Forest management: The estimates include $2,200,000 for this function which is an increase of $469,889 over the amount available for fiscal year 1962. This function includes all work directly related to production and sale of timber from the public domain forest lands on a sustained yield basis and compatible use of other resources for maximum long-term local and national benefits. Forest products and many of the related resources which are harvested annually from the public domain forest lands are renewable resources. With appropriate protection and management successive crops can be harvested each year in perpetuity. Under such management this program can be maintained on a revenue producing basis for the foreseeable future.

Like the O. & C. diminishing supplies of available timber from non-Federal sources and expansion of timber processing facilities due to enlarged markets, as well as a steadily increasing demand for use of public domain forest lands for other purposes, now make it essential to develop comprehensive plans for managing the timber and related resources. Planning effort will be expanded materially in fiscal year 1963.

With the funds requested for fiscal year 1963, 200 million board feet can be offered for sale resulting in eventual receipts estimated in excess of $3,400,000. The volume and receipts for public domain timber sold for fiscal years 1958–61 and estimated volumes and receipts for fiscal years 1962 and 1963 are as follows:

Fiscal year	Volume sold [1]	Sales price	Receipts
1958	138,282	$1,896,461	$1,555,505
1959	184,170	2,977,699	2,790,755
1960	193,265	3,290,511	2,531,175
1961	141,288	2,305,100	2,259,682
1962 (established)	190,000	3,500,000	2,500,000
1963 (established)	200,000	3,400,000	2,900,000

[1] Thousand board feet.

(2) Forest development: The estimates include $500,000 for this function which is an increase of $300,000 over the amount available for fiscal year 1962.

During the period 1950–61 an estimated 190,000 acres have been cut over, of which 9,000 acres have been reforested by BLM. While large areas of public domain cutover land has reforested naturally, approximately one-half or 100,000 acres will require treatment by the end of 1963. This figure is an estimate, but the best that can be given prior to completion of a survey.

The annual "growth loss" is estimated to be 20 million board feet annually valued at $340,000. The annual end product value to the Nation's economy

of a loss of this volume is estimated to be $6,800,000 requiring 240 man-years of labor.

The reforestation program for fiscal year 1963 follows:

	Acres	Dollars
Surveys and plans	47,500	$50,000
Site preparation	1,500	60,000
Planting and seeding	6,000	180,000
Seed, 1,500 pounds		30,000
Planting stock, 4,500,000 seedlings		90,000
Stand improvement	1,000	15,000
Planning, supervision and equipment		75,000
Total		500,000

(3) Forest protection, Western States: The estimates include $850,000 for this function which is an increase of $151,000 over fiscal year 1962. This function provides for fire protection on more than 3 million acres of public domain forest lands by means of contracts with public agencies having established fire control organizations and facilities. Some contracts are based on experience during only the past year, while others are based on an average of several prior years. In view of the severe fire season just past, especially in California, the negotiation of some of these contracts may involve amounts considerably in excess of those used in preparing this estimate. The program for fiscal year 1963, by State, acreage protected and estimated cost, follows:

State	Acres, 1963	Estimated cost, 1963
California	1,759,729	$520,000
Idaho	489,058	65,000
New Mexico	56,540	5,000
Minnesota	35,000	2,000
Montana	219,445	35,000
Oregon	615,000	145,000
Washington	208,000	40,000
Supervision		38,000
Total	3,382,772	850,000

Included in the above costs are funds for felling snags on 4,150 acres entailing $30,000 in local labor by contract.

(4) Forest protection, Alaska: The estimates include $1,150,000 for this function which is an increase of $178,862 over fiscal year 1962.

Alaska's development during the postwar years has been rapid. Its population has trebled. Its highway system has been extended several hundred miles, opening to settlement and travel heretofore remote country; its new, 10-year Federal highway program will greatly increase this development. Tourist and recreation travel has increased considerably and continued increase is expected. Industrial and mineral development is beginning. Military activity is found throughout Alaska. All of these developments in Alaska increase fire risks over a widening area of the forested land, because man-caused fires comprise 75 percent of fire occurrences in Alaska.

As Alaska develops, greater economic value accrues to her forests as sources of wood fiber for the expanding needs of the United States. Such use is expected within the next 10 to 50 years—too soon to grow new forests; the present ones must be protected. Wildlife, migratory fowl, and game ranges are becoming increasingly important as hunting and tourist pressures increase. Increased use and value of the natural resources dictate need for more intensive protection from fires.

Alaska has a 5-to 6-month fire season characterized by long daylight hours, low humidities and rainfall, high temperatures, and 30 to 60 days of heavy lightning storms which sweep across all of central Alaska. Lightning fires are typically in areas remote from access, except by air, and when left unchecked have attained sizes of 1 to 2 million acres. Fires spread rapidly and the key to effective suppression and low losses is early detection and action as immediate as possible by firefighting crews. The Bureau's goal is to reduce the burn loss an-

nually to a minimum. The program: (1) to maintain or improve on current loss levels from man-caused fires by increases in protection forces that are comparable to increases in fire risk resulting from development; and (2) to reduce losses from lightning fires through use of the most modern and rapid firefighting techniques.

The additional funds are needed to: (*a*) Expand the fire protection organization to approach a more reasonable operational level under present conditions, and (*b*) extend the effective area of intensive protection needed due to increasing tourists, settlement, exploration, and development which have been accelerated as a result of statehood for Alaska.

There is no place in Alaska where fires should be allowed to burn without control efforts. However, because of the differences in values being protected, differences in fuel types and demands on personnel, some fires may have to be allowed to burn without adequate suppression effort. Other fires, because of high resource value, will be attacked with all available resources in men and equipment. In all areas involving high values, BLM will continue to exert positive suppression action to achieve minimum loss from fires consistent with the costs of suppression.

4. Cadastral Surveys

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Public land States, except Alaska	$1,735,680	$2,092,000	$2,550,000	+$458,000
(*b*) Alaska	1,128,129	1,583,400	1,940,000	+356,600
Total	2,863,809	3,675,400	4,490,000	+814,600

(*a*) *Public land States, except Alaska*

The estimate of $2,550,000 is an increase of $458,000 which will provide for the completion of approximately 320,000 additional acres of surveys, resurveys, special surveys, and small tract and townsite surveys.

Need for increase.—It is necessary to substantially increase cadastral surveys in support of the major resources inventory and multiple use programs of the Bureau. The 1963 program will emphasize surveys, resurveys, special surveys, and small tract surveys needed for: (1) Development of mineral resources, particularly through oil and gas leasing; (2) management of timberlands and settlement of timber trespass cases, the identification of tracts for timber sales, timber salvage operations, and reforestation; (3) reestablishment of selected corners marking the boundaries of the public lands; (4) population and industrial expansion of western towns and cities.

A comparison of surveys accomplished and programed follows:

	Acres
1961	1,367,000
1962	1,748,000
1963	2,068,000

Plan of work.—A summary of the 1963 program is presented below:

1963 cadastral survey program, Western States

Purpose of surveys	Approximate area in acres	Field party [1] (days)
1. Forest management	725,000	3,177
2. Range, minerals, and multiple-use programs	951,000	2,023
3. Small tracts and school transfers	392,000	1,515
4. Miscellaneous surveys and reestablishment	(2)	505
Total	2,068,000	7,220

[1] For purpose of definition a field party normally consists of a chief of party and 5 subordinate survey aids.

[2] Not measurable in acres.

It is anticipated that the majority of the surveys will be accomplished by ordinary ground methods. However, the use of electronic measuring devices and photogrammetric methods will be adopted wherever feasible. Wherever it is found more economical, survey crews operating in rugged or undeveloped areas will be transported by helicopter. The program of extending the public land surveys over those areas yet unsurveyed by means of protraction diagrams will be vigorously pursued. It has been found that these protraction surveys serve an extremely useful purpose short of conveyance of title.

(*b*) *Alaska*

The estimate of $1,940,000 is an increase of $356,600 which will provide for the survey of 371,000 additional acres of land selected under the Statehood Enabling Act and 16,000 additional acres of land representing smaller areas.

Need for increase.—The State of Alaska has selected about 11 million acres of the total of 103,350,000 acres it may select by 1983. The Alaska Statehood Enabling Act of July 7, 1958, provides "that the Secretary of the Interior shall survey the exterior boundaries of the area requested * * *." The act places on this Bureau the great responsibility for the survey of the boundaries of the lands so selected in order that title thereto may be transferred to the State as promptly as possible. By the close of fiscal year 1962, cadastral surveys will approximate 4 million acres, or 36 percent of current State selections. The total program for 1963 contemplates a survey of 2.9 million acres, or about 26 percent of the total acreage selected to date. At the end of the 1963 program, about 63 percent of the total area presently selected will be surveyed. The extent of further selections that may be made in the meantime is not known but will reduce the ratio of the area surveyed. The cadastral survey program in Alaska also must provide adequately for the survey of smaller areas. Approximately 41,000 acres of land for lesser tracts is to be surveyed in 1963. The rapidly expanding economy of Alaska requires prompt action on surveys on homesites, homesteads, mineral claims, and trade and manufacturing sites. In many cases, smaller areas already covered by valid rights are frequently found within the boundaries of selected lands. As these lands cannot be selected by the State, they must be surveyed and eliminated from the selected list. Because of this, the survey of small areas is important, both to the claimant and to the State. In order to keep pace with the growing need and demand for surveys in Alaska, acceleration of the cadastral program is essential.

Plan of Work.—A summary of the 1963 program follows:

1963 cadastral survey program, Alaska

Purpose of surveys	Approximate area in acres	Approximate miles of survey line	Field party days
1. State selections	2,900,000	2,500	6,010
2. Smaller areas	41,000	(1)	233

[1] Not measurable in miles.

Survey work in Alaska is characterized by the adoption of new concepts, methods and equipment, especially in the State selection program where Congress has authorized departure from the established method of surveying and disposing of the public land. The use of electronic measuring devices, photogrammetry, and the adequate monumentation now employed are some of the ways the Bureau is providing for the survey of exterior boundaries of State selections on a rapid and economical basis. The development of protraction diagrams of the yet unsurveyed areas of Alaska, which are only an interim measure awaiting the final completion of survey and monumentation on the ground, have proved very helpful to many land identification needs. Adequate time for further development of this project, as required, has been reserved in the 1963 program.

Oil and gas applications have been filed for water-covered areas along the coast of Alaska. A determination will have to be made as to whether such areas are part of the Outer Continental Shelf or part of the inland waters of Alaska. If these areas are found to be part of the Outer Continental Shelf, leasing maps will be prepared in order to delineate individual tracts.

5. Soil and moisture conservation

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
Soil and moisture conservation	$5,116,877	$6,413,530	$8,525,000	$2,111,470

The estimate of $8,525,000 is an increase of $2,111,470 consisting of—

(1) An increase of $1,861,470 to provide for substantial acceleration in the rehabilitation of the public lands; and

(2) An increase of $250,000 to provide for the rehabilitation of burned-over lands as the terminal phase of fire suppression (total provided $1,500,000). This program, included in the regular estimates for 1963, is similar to that being performed with the $1,250,000 provided by supplemental action in 1962.

Need for increase.—A substantial increase for soil and moisture conservation is dictated by the drastic upward revision of total requirements to rehabilitate the public lands which has resulted from recent reevaluation of needs.

Reviews of conservation needs since the departmental 20-year program was first announced, in the light of determinations based on current and projected increases in the cost of salaries, materials, and operations, have made it obvious that this figure could not provide for the total required program. Current estimates indicate that to restore the public lands to their full capacity for production, to protect existing investments in conservation improvements and to provide proper measures of protection against soil and water losses would require approximately $700 million. In addition, substantial contributions to the program for range improvements will be accomplished through the contributions of money, materials, and labor from private cooperators and from other funds available to the Bureau.

Plan of work.—The 1963 program contemplates the application of several major conservation practices which are compared in the following table with major practices accomplished in 1961 and planned for accomplishment in 1962:

Soil and moisture conservation program, by major practices

Conservation practice	1961 accomplishments	1962 planned program	1963 program		
			Regular program	Fire rehabilitation	Total program
Amount	[1] $5,116,877	[2] $6,413,530	$7,025,000	$1,500,000	$8,525,000
Brush control ... acres	110,375	123,000	260,000	5,000	265,000
Range seeding ... do	237,289	237,000	140,000	150,000	290,000
Erosion control structures ... number	2,906	2,500	5,200	300	5,500
Water developments ... do	471	565	1,100	20	1,120
Pitting, furrowing, and deep tillage ... acres	19,359	31,000	32,850	3,000	35,850
Fencing ... miles	576	1,175	1,300	720	2,020
Tree planting ... acres	4,140	6,000	740	8,000	8,740

[1] Includes $1,425,000 supplemental for rehabilitation of burned-over areas.
[2] Includes $1,250,000 supplemental for rehabilitation of burned-over areas.

In addition to those conservation practices listed in the preceding table, the 1963 program will include waterspreading, dune control, bank protection, range use facilities, and other practices designed to conserve and develop soil, water, and other related land resources. The 1963 program is designed to accelerate accomplishments which contribute greatest to the earliest possible achievement of the total program objectives in order that the potential economic effect resulting from the deterioration of resources may be minimized.

Soil and moisture conservation funds are distributed to those areas most urgently requiring treatment. The following table illustrates estimated obligations by States for the fiscal year 1963 program.

Soil and moisture conservation program by States for fiscal year 1963

Arizona	$545, 000	Oregon	$922, 000
California	414, 000	Utah	648, 000
Colorado	720, 000	Wyoming	662, 000
Idaho	610, 000	Program direction	214, 000
Montana	630, 000	Fire rehabilitation	[1] 1, 500, 000
Nevada	933, 000		
New Mexico	727, 000	Total	8, 525, 000

[1] To be distrributed based upon fire damage.

6. Fire suppression

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Fire suppression	$4, 081, 065	$400, 000	$400, 000	

This estimate is for the same amount as 1962 and represents a continuation of the practice of requesting a token appropriation to be followed with a supplemental request to cover the actual cost of fire suppression.

Plan of work.—Under this activity the Bureau will continue to suppress fires on or threatening lands under its jurisdiction except those protected under contract with States or other Federal agencies (see items "Forest protection, Oregon and California grant lands" and "Forest protection, Western States" under the activity "Forestry").

The Bureau cooperates with States and other Federal agencies in its efforts to reduce heavy losses from fires. Use is made of all modern firefighting techniques. The fire danger rating system, begun in 1958, has proved a valuable facility by use of which crews can be alerted. It is an aid to quick getaway and early action. The use of chemical fire retardants dropped from airplanes has proved very effective in gaining control over going fires. The use of aircraft for spotting fires, and helicopters for transporting men to the fireline is another example of means used to conserve resources by reducing the number of acres burned. The use of smokejumpers in Alaska is another advance in the Bureau's determination to hold fire losses to a minimum. Regular salaries of permanent employees used on an emergency basis in fire suppression are not included in this estimate.

7. Maintenance of physical facilities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Maintenance of physical facilities	$46, 980	$178, 000	$178, 000	

The estimate of $178,000 is the same amount as is available in fiscal year 1962.

Plan of work.—The extremes of temperature between extended winters and hot dry summers with sand carrying winds make an annual and nearly year round maintenance program a requirement. Water systems, building heating plants, and exterior surfaces require work each year on both new and older construction. Repair work and alteration of buildings to meet the needs of changing use also are included in this program.

8. Maintenance of access roads

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Maintenance of access roads	$0	$25, 000	$25, 000	

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This estimate of $25,000 is the same amount as is available for fiscal year 1962.

Plan of work.—The 1963 program contemplates performance of only the most urgent road maintenance work. Maintenance planned for 1963 involves minimum work on approximately 250 miles of road, and replacement or repair of about 25 culverts.

9. Weed control

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Weed control	$797,383	$909,000	$909,000	

The estimate of $909,000 is the same amount available for 1962.

Plan of work.—Treatments carried out under the weed control program will consist primarily of forage improvement through brush control, seeding, and land treatment, facilitating the distribution and management of livestock through fencing, stockwater developments and other range improvements, and the eradication of spot infestation of undesirable plants with chemicals. Emphasis on practices will vary according to existing weed problems and prevailing conditions in each State. The following table sets forth major practices planned for accomplishment compared with accomplishments in 1961 and 1962:

Weed control program by major practices

Practices	Unit	Accomplished, 1961 ($797,383)	Planned program	
			1962 ($909,000)	1963 ($909,000)
Range seeding	Acre	43,456	57,310	50,000
Brush control	do	11,025	15,530	20,000
Stockwater development	Number	7	16	10
Fencing	Mile	232	200	250
Chemical weed control	Acre	12,117	20,600	20,000

Major emphasis in California will be placed on forage improvement through the chemical control of brush and the eradication of spot infestations of camelthorn, halogeton, and medusa rye. In Oregon, detection surveys will be intensified along with chemical control of isolated halogeton infestation, and forage improvement through range seeding of infested areas. A full-time cooperative research project for medusa rye control also is contemplated with Oregon State College.

The program in Idaho will be devoted largely to halogeton, beet leafhopper, and medusa rye control by the improvement of forage through range seeding and brush control. Halogeton control will be emphasized in Nevada with minor concern given to larkspur and white top. Both Nevada and Utah will feature range forage improvement through seeding and brush control as a major practice. Fencing will be emphasized in Utah on ranges unsuitable to conventional seeding methods. All three of these States will continue cooperative research and studies with their respective universities and experiment stations.

Montana's program will be devoted largely to halogeton control in the Big Horn Basin and to the control of wyethia and leafy spurge in the western portion of the State. Wyoming with a quarter million acres of halogeton-infested lands will utilize a combination of all practices, although seeding and brush control are limited by rainfall and soil conditions. The existing cooperative research program with the University of Wyoming will be continued. The halogeton infestation in Colorado of 2,100 acres will be attacked with herbicides and soil sterilants with the objective of eventual complete eradication. New Mexico and Arizona will continue detection surveys for alfrombrilla and other poisonous and noxious plants with some chemical control of cockleburr and snakeweed in New Mexico.

Weed control program by States for fiscal year 1963

Arizona	$2,500	Oregon	$23,000
California	32,000	Utah	170,000
Colorado	32,000	Wyoming	61,000
Idaho	295,000	Program direction	66,000
Montana	22,500		
Nevada	200,000	Total	909,000
New Mexico	5,000		

10. General administration

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
General administration	$1,640,361	$1,740,750	$1,790,000	+49,250

The estimate of $1,790,000 is an increase of $49,250 to provide for minimum necessary additions to administrative programs in support of the expanding resource management programs of the Bureau.

Need for increase.—Appropriations to the Bureau of Land Management for general administration have not kept pace with the expanding management of lands and resources programs over the years. During the past 12 years, 1951 through 1962, the Bureau's operating appropriation has increased in size almost six times while the general administration activity has increased only about 1.8 times. In 1951 general administration amounted to 14.2 percent of the total operating appropriation; by 1962 the ratio is down to 4.9 percent. The 1963 estimates further reduce the ratio to 4.3 percent.

The substantial increases in resource programs will place strenuous demands on Bureau administration. Recruitment, personnel processing, training, and other aspects of personnel management will require strengthened staffs for adequate performance. Similarly, the volume of procurement actions, accounting transactions, and other administrative processes will substantially increase, thereby requiring additional administrative personnel. Delays in performance of these administrative workloads could hamper and to a degree could preclude full performance of the resource programs.

Plan of work.—With the small increase provided, emphasis will be placed upon the performance of administrative work which directly supports and helps implement the acceleration of resource management programs. However, mandatory procedures of central agencies which are applicable to all Federal agencies must be met regardless of the urgency for administrative action in connection with Bureau internal needs. Efforts will be concentrated on full utilization of already thin staffs and to the prevention of breakdown in internal controls, especially financial controls.

Common services provided to the other Bureau appropriations by this activity will continue to be charged to the benefiting appropriations at the rate of 5 percent.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+), decrease (−)
Program and financing:				
Total obligations	$31,789,932	$33,472,129	$41,552,000	+$8,079,871
Transferred to "Operating expenses, Public Buildings Service" (75 Stat. 353)		277,871		−277,871
Unobligated balance lapsing	281,068			
Appropriation	32,071,000	33,750,000	41,552,000	+7,802,000
Obligations by objects:				
11 Personnel compensation	19,059,639	19,741,246	22,583,000	+2,841,754
12 Personnel benefits	1,245,437	1,475,000	1,686,000	+211,000
21 Travel and transportation of persons	1,648,375	2,085,000	2,360,000	+275,000
22 Transportation of things	720,536	560,000	601,000	+41,000
23 Rent, communications, and utilities	674,132	489,642	762,000	+272,358
24 Printing and reproduction	235,343	336,000	353,000	+17,000
25 Other services	4,454,201	5,040,000	8,052,000	+3,012,000
26 Supplies and materials	2,661,140	2,578,000	3,280,000	+702,000
31 Equipment	1,062,166	1,191,000	1,900,000	+709,000
32 Lands and structures	4,872			
42 Insurance, claims, and indemnities	45,106			
44 Refunds	497			
Subtotal	31,811,444	33,495,888	41,577,000	+8,081,112
Deduct quarters and subsistence charges	−21,512	−23,759	−25,000	−1,241
Total obligations	31,789,932	33,472,129	41,552,000	+8,079,871

PREPARED STATEMENT

Chairman HAYDEN. I would appreciate your discussing the items which account for the $8 million increase over your last year's funds.

Mr. LANDSTROM. Mr. Chairman, it is a pleasure for us to be here. We need not tell you with your long years of experience here the importance of public land to Arizona and the other Western States and the importance of their proper administration.

There have been some changes in the past year worthy of note. I will not read the statement, Mr. Chairman, but I will highlight it very briefly.

Chairman HAYDEN. All right. We will place it in the record.

(The statement referred to follows:)

Mr. Chairman and members of the committee, I appreciate this opportunity to appear before you to discuss the programs of the Bureau of Land Management and to present a request for funds for the fiscal year 1963.

Over 477 million acres of public lands including those in Alaska are managed by this Bureau. These public lands and the Outer Continental Shelf are the source of a significant part of the Nation's annual output of petroleum products and other minerals. Forage for over 9.6 million head of livestock and game animals is made available for part of their annual requirements. Approximately 1.2 billion board-feet of timber and other forest and woodland products will be made available to western markets in 1963. Use of these lands for recreation is increasing steadily. In 1960 there were an estimated 15 million recreational visits by the public on lands under the jurisdiction of this Bureau. The resources of these lands must be administered so that widest use may be made of them, while at the same time protecting them for future benefit to the country.

The budget for the Bureau of Land Management for 1963 reflects the substantial progress which has been made and provides for expansion in the many resource management programs conducted by the Bureau. This expanded effort in public land management is in direct response to the President's message on natural resources of a year ago which directed needed attention to the status of public lands. It is notable that this is the year in which the Nation will commemorate the 100th anniversary of the Homestead Act, the 100th anniversary of the Land Grant Colleges and Universities Act and the 150th anniversary of the General Land Office. While paying heed to the heritage of the past, immediate

action is essential to improve and preserve the public lands and their resources in keeping with present and future national needs.

The estimate for 1963 for the appropriation "Management of lands and resources" is $41,552,000, an increase of $8,079,871 over the amount available for 1962 of $33,472,129.

The moratorium on certain types of lands cases, which was announced a year ago, is permitting the Bureau to process on an orderly basis the backlog of pending applications. It is expected that the backlog will be practically cleared up by the end of fiscal year 1962. Then, the creation of a new backlog must be avoided by having the capability to process applications on a current basis. In addition, simultaneous filings for terminated oil and gas leases continue to increase. The 1963 estimates provide for improved staffing of the land offices so that they can handle the increasing volume of work on a current basis. 1963 also is the second year in the inventory program to provide data upon which basic land tenure decisions can be intelligently reached. This inventory is an essential first step in the development of a more intensive and effective resource management program, so that lands can be made available to meet yarious purposes consistent with present and future needs. In addition, increased attention will be devoted to the trespass situation, especially the use of mining claims for nonmineral purposes. The growing use of the public lands for recreation requires acceleration of recreation inventory, classification, tenure adjustment and site planning. An increase of $1,842,254 is needed for the conduct of all phases of lands and minerals resource management in 1963.

The proposed increase of $1,319,087 for forest management and reforestation functions within the forestry activity is to provide for substantially improved management of forested areas. Particular emphasis will be given to forest inventory, trespass control, easement acquisition, and adequate advance planning to integrate the development of access, timber sales, and related activities. Reforestation, including seeding and planting under timber sale contracts, will be expanded. The Bureau will offer approximately a billion board-feet of O. & C. timber and 200 million board feet of public domain timber in 1963. Timber receipts for 1963 are estimated at over $35 million.

The 1963 program for soil and moisture conservation represents an increase of $2,111,470 over the program for 1962. Nearly all of the increase is for additional planning, construction and maintenance of regular soil stabilizing and water development projects. The total program includes up to $1,500,000 for the emergency rehabilitation of burned over range and forest lands administered by this Bureau. This program is similar to the rehabilitation work performed in fiscal years 1961 and 1962 with supplemental funds and is included in our regular request as suggested last year by this committee. The need for soil and moisture conservation funds perhaps is best indicated by the fact that present estimates of requirements for such work are so great that it would take decades to accomplish required work at requested levels of appropriation. An increase of $1,023,348 also is included for the administration of grazing lands. This increase will be applied to range resource inventories, dependent property surveys, range studies and cooperative research and related management practices.

Fires on public range and forested lands continue to be a major problem. This Bureau shares this committee's interest and concern that adequate protective measures and firefighting capacity be provided. The 1963 program includes the following increases for protective measures: $541,000 for all phases of fire presuppression activities, especially accelerated hazard reduction, expanded detection coverage and improved equipment complement; $49,000 for contractual fire protection on the Oregon and California grant lands; $151,000 to cover increased costs of contractual fire protection on public domain lands; and $178,862 for expansion of the Alaska fire protection organization. It is anticipated that fiscal year 1962 fire suppression costs will be approximately $2,160,000 and a request for $1,760,000 in supplemental funds has been made. Continued emphasis on improved and intensified fire protection and prevention programs is necessary in order to reduce fire losses of valuable natural resources.

An increase of $814,600 is proposed for the cadastral surveying program to provide for additional surveys, resurveys and special surveys. In Alaska, surveys are essential to the State's selection of Federal lands. The Enabling Act granted Alaska over 103 million acres to be selected within 25 years. Title to selected lands cannot pass to the State until exterior boundary surveys are m .de. In the public land States, these survey are a neccessary support of the resource inventory and management programs of the Bureau and other agencies.

The estimate for 1963 for the "Construction" appropriation is $1 million, an increase of $150,000 over 1962. The estimate for construction of access roads provides for acquisition and construction of roads necessary to forest management and timber sales, range management, and fire protection programs. They also increase public access to the lands for recreational use. The building facilities construction program is at the same level as 1962 and will provide for needed maintenance, storage, and administrative space as well as fire lookouts in certain areas of high fire incidence.

The estimate for 1963 of receipts to be available under the "Oregon and California grant lands" appropriation is $7,750,000. This amount is the same as the current estimate for 1962 and includes $1 million for transfer to the Forest Service for road and recreational construction. This appropriation will continue the access road, reforestation, recreational facilities and road maintenance programs to assist development and management of the resources on public lands in the Oregon and Callfornia counties.

The current estimate for 1963 of receipts to be available under the "Range improvements" appropriation is $804,750 or $240,000 less than the original estimate of $1,044,750 in the President's budget. The Department of the Interior announced recently that the present fees for grazing on the national land reserve will be continued until March 1, 1963. The receipts collected in fiscal year 1962 are the basis for the fiscal year 1963 amount for this appropriation. The revised estimate of 1962 grazing fee receipts is $3,220,000, or $960,000 less than the original estimate of $4,180,000 in the President's budget.

Receipts for 1963 are estimated at $382 million, of which $59 million will be paid to States and counties in which the public lands are located. Thus, receipts continue to reflect the favorable ratio to investment in the resource management and development programs conducted by the Bureau.

INCREASE IN RECREATIONAL LAND USE

Mr. LANDSTROM. One of the things is that recreation is increasing as a use of public land and the report of the Outdoor Recreation Resources Review Commission is being studied very carefully by the Department and by our Bureau to make sure that we take advantage of that report.

As you have indicated, Mr. Chairman, the estimate has been increased by $8,079,871 over the past year. This will permit the continuation and increase of the proper administration of these lands as required.

I would like to state, Mr. Chairman, that, in line with the question asked Secretary Udall this morning, the moratorium on certain kinds of land applications is serving a very effective purpose and has permitted the land offices to get themselves in better shape to serve the public.

We think that this will be brought into proper shape so that about the 1st of July in most States, and I hope Arizona is in that list——

Chairman HAYDEN. I do, too.

Mr. LANDSTROM (continuing). It will be possible then to resume proper filing of applications. We sincerely trust, Mr. Chairman, that the people will realize the difficulties of the past and that many of the types of applications that are not sound will be looked at very carefully by the people themselves before they file, and our offices are going to be equipped in a better form than heretofore to give information to the people so as to help avoid some of the types of applications that have caused the trouble in the past.

These 1963 estimates which involve the increase provide for improved staffing in the land offices so that they can handle the volume of work that we now have and which we expect will continue after the 1st of July.

COMPLAINT REGARDING LACK OF PROPER STAFF

Chairman HAYDEN. There has been a complaint about lack of proper staff in the various land offices which resulted in this congestion.

Mr. LANDSTROM. That is true, yes, sir. Mr. Chairman, applications for lands, which was stopped temporarily by the moratorium, together with the oil and gas leasing and all other phases of the mining law administration, come under our heading of "Lands and minerals management" and an increase is asked for next year of $1,842,254 to carry on that activity.

FOREST MANAGEMENT AND REFORESTATION

The second item to mention is forest management and reforestation functions, which are very important to the national resources in the Western States.

Chairman HAYDEN. Are you cooperating with the Forest Service in methods and means of doing these things?

Mr. LANDSTROM. Yes, sir. We have a progress report there. During the past year the Forest Service and the Bureau of Land Management, together with other Interior Department bureaus, have cooperated very actively.

One of those cooperative activities was a joint report and program of timber sales administration, primarily related to sales in the Pacific Northwest; but it is distributed in the other States for the information of our foresters.

Another item is improved cooperation of all these bureaus in fire control, fire suppression, and fire presuppression activities. One of the elements there is increased use of air transportation in order to permit earlier detection and transportation of the men and materials to the scene of the fire quicker than heretofore.

TYPE OF FIRE FIGHTING ORGANIZATION

Chairman HAYDEN. What type of organization do you have to fight fires?

Mr. LANDSTROM. I am going to call on our Chief Forester, Mr. Chairman, Mr. Eugene Zumwalt, to tell you that.

Mr. ZUMWALT. Mr. Chairman, much of our land in the western United States is protected by contract either with the Forest Service or with State or private cooperative fire protection agencies.

We have also a program of force account fire control including prevention, presuppression, and suppression activities where we use our own personnel on the fires and hire additional firefighters; and in Alaska we have a large fire control organization whereby we handle all of the fire control in Alaska, that is, on public domain lands.

We also now are protecting the lands which are selected by the State of Alaska through a contract with the State because they have no fire protection organization at the present time.

MEANS OF COMMUNICATION

Chairman HAYDEN. What means and methods do you have of quickly gathering firefighters in addition to your own men?

Mr. ZUMWALT. We have a radio communications network and we have dispatchers who are notified as soon as a fire is detected. The

detection system is by lookout, or by air detection, either from our own planes or from airlines, military planes, or people traveling the highway.

The dispatcher then immediately has available, which is gathered together beforehand, a list of the firefighters and their location availability, and then they are contacted immediately and are transported to a central location.

Chairman HAYDEN. Do you have enough of them?

Mr. ZUMWALT. We have no difficulty in hiring the general firefighters. There seems to be a sufficient number of those.

Chairman HAYDEN. Thank you.

Mr. LANDSTROM. Mr. Chairman, for the forest management and reforestation functions within the forestry activity, the increase proposed is $1,319,087, and this will permit particular emphasis to be given to forest inventory, trespass control, acquisition of rights-of-way, and advance planning for timber sales and related activities.

Next, Mr. Chairman, I would like to mention soil and moisture conservation.

FUNDS FOR ACCESS ROADS CONSTRUCTION

Chairman HAYDEN. Do you have any money for the construction of access roads?

Mr. LANDSTROM. Yes, sir. There is very little in the regular funds. There is some in the Oregon and California land-grant fund. Mr. Beirne can give you the figures on that.

Mr. BEIRNE. We have requested $725,000 for 1963, which is an increase of $150,000 over the amount available in 1962, on public domain lands.

Chairman HAYDEN. That is what I wanted to know.

SOIL AND MOISTURE CONSERVATION

Mr. LANDSTROM. With respect to soil and moisture conservation, this is a long standing and important program of the Government through the Department of Agriculture and the Department of the Interior. During the past year the Secretary of the Interior has announced that he will carry out a vigorous and forceful soil and moisture conservation program, and this was also stated later by the Assistant Secretary, John A. Carver, Jr., at Salt Lake City last October 6. The Assistant Secretary called attention to the need for quick action to combat fast spreading deterioration of grazing lands and other areas in the Western States administered by the Department.

The Secretary has called upon the National Advisory Board Council, which advises him on public lands and which just met last week in Albuquerque, N. Mex., to recommend ways to accomplish this from their point of view.

He has also sought the assistance of the National Association of Soil Conservation Districts. The vice chairman of that association, Mr. Bill Williams, of Santa Fe, N. Mex., gave us a report last week at Albuquerque of an inventory of the needs for conservation work that the association is making to assist both Departments; so we believe that this is the time to take stock and step out at a higher rate of accomplishment than has been the case for some years.

Therefore, Mr. Chairman, the 1963 program under soil and moisture conservation represents an increase of $2,111,470 over the present year's program. An increase of $1,023,348 is for administration of grazing lands; which, of course, Mr. Chairman, you understand is very important in the proper administration of the grazing districts.

Chairman HAYDEN. Yes, sir.

FIRES ON PUBLIC RANGE AND FORESTED LANDS

Mr. LANDSTROM. Mr. Chairman, the fires on public range and forested lands continue to be a major problem. The 1963 program includes increases for protective measures as follows: $541,000 for fire presuppression activities; $49,000 for contractual fire protection on the O. & C. lands; $151,000 for increased costs of contractual fire protection on public domain lands; and $178,862 for expansion of the Alaska fire protection organization.

INCREASE IN ESTIMATE FOR FIREFIGHTING

Chairman HAYDEN. In the Third Supplemental Appropriation Act approved on the last day of last March, there was appropriated an additional $3,700,000 for firefighting. This sort of a supplemental appropriation has been made frequently in past years.

This year you are requesting again only $400,000, which we realize is a token request. What, if any, consideration has been given to increasing this estimate so that it may sometimes be not necessary to return to Congress in the spring of the year for additional funds?

Mr. LANDSTROM. I will ask Mr. Beirne to advise you, Mr. Chairman.

Mr. BEIRNE. That has been considered, but to take the average for the past several years it would be considerably less than it has been in the immediate past. We usually work on about 5-year average and within the total ceiling this was not quite possible without sacrificing conservation or other measures.

We have included in our request $1½ million, which was also a matter of supplemental for the last 2 years to reseed areas which have been burned over during the fire season. This provision has been made and its included in our present budget request.

CADASTRAL SURVEYS

Mr. LANDSTROM. Mr. Chairman, next comes the cadastral survey program for which an increase is asked of $814,600. A good deal of this is for the purpose of surveying Alaska, essential to the grant of lands to that State acquired under the Statehood Act. It also provides for necessary surveys in other States, and this services the Forest Service in the Department of Agriculture and many other bureaus in addition to our own.

CONSTRUCTION

Now under "Construction," the estimate is $1 million, an increase of $150,000 over 1962, and Mr. Beirne has also advised you as to the construction of access roads.

OREGON AND CALIFORNIA GRANT LANDS

Now, when we come to the special fund for Oregon and California grant lands, this is based upon the estimated receipts. A portion of the receipts, as you know, Mr. Chairman, is ordinarily appropriated each year by Congress for investment in the future of these lands.

Chairman HAYDEN. Can you make an accurate guess in view of the fact that lumber prices are down?

Mr. LANDSTROM. Our foresters have made estimates which we believe are reliable, Mr. Chairman, and the amount is $7,750,000 for this portion of the receipts. Mr. Beirne, would you give the chairman the overall total receipts of last year and those expected next year?

Mr. BEIRNE. While the prices of lumber have been down, still the cutting has been up and our receipts are actually exceeding last year's, about a million and a half dollars ahead of this time last year on O. & C. lands, so that we believe that our estimate of $31 million for both the current and next fiscal year will be good. For the first 6 months it was up almost $1.5 million.

Chairman HAYDEN. There has been a complaint that lumber prices are down due to competition from plastics, and roofing materials, and things like that, and that they do not need as much lumber immediately as they used to. I do not know whether that is true or not.

Mr. LANDSTROM. I would ask our forester, Mr. Zumwalt, again to advise you, Mr. Chairman. Would you please, Mr. Zumwalt?

Mr. ZUMWALT. Mr. Chairman, you are no doubt aware that there has been a very soft lumber market recently and a number of the mills that are just on the margin, you might say, at a time like that are bound to cease production, at least temporarily. Some of them, of course, never do get back into the swing of things.

But, by and large, the progressive mills that have been in operation for a number of years are able to continue operation and we have not seen any indication that there is a slack off in demand for lumber.

Chairman HAYDEN. You make an appraisal when you are going to make a sale, and there are bids on that. Are the bids higher than the appraisals as a rule?

Mr. ZUMWALT. Yes, sir; they are. Our statistics indicate that for the year 1961 our sales ran 34 percent above the appraised prices; that is, the bid prices were 34 percent above the appraised prices.

Chairman HAYDEN. Thank you.

ESTIMATED RECEIPTS

Mr. LANDSTROM. Mr. Chairman, as to receipts which are expected, as you know, the Bureau of Land Management is a bureau through which very large receipts accrue to the Federal Treasury and much of this is passed on to the individual States and the receipts are far larger than the total appropriations of the Bureau.

This relationship will continue in 1963, we are very confident. As to the receipts from grazing fees, that part of it allocated to range improvements will probably be less than we had originally estimated. Also, the ordinary grazing use fee receipts will be less than we origin-

ally estimated because at one time it had been estimated that the grazing fees might be increased before the next fiscal year is over.

At the present time, however, that does not appear to be the case because the Department last week stated that there will be no increase in the grazing fee on the Federal range, at least prior to March 1, which is the next fee year, March 1, 1963.

Therefore, those estimates have been reduced somewhat, as shown in the prepared statement. The overall receipts are estimated at $382 million, of which $59 million is expected to be paid to the various States and counties.

I would say, Mr. Chairman, it is a very conservative estimate. Recent events indicate that the receipts will be larger than that no doubt. There will be bonus bidding lease sale of the Outer Continental Shelf land off the shores of Texas and Louisiana, to occur in New Orleans next month and, depending on the outcome of that sale, we will be in a better position to estimate the receipts for the full year.

Chairman HAYDEN. In other years you have derived substantial income from that source.

Mr. LANDSTROM. Yes, and we think it will be a tremendous source of future wealth and income and we are hopeful that the development will extend to the west coast. There are signs that west coast offshore operations will get underway this coming year, or the year following, and may be a very heavy beneficial source of income to the country in future years.

That completes the remarks that I have, Mr. Chairman. I would be happy to answer any further questions.

STATUS OF TRIAL PROGRAM OF RANGE APPRAISAL

Chairman HAYDEN. Last year the Senate committee included in its report on this bill a directive to the Secretary of the Interior and the Secretary of Agriculture to initiate a trial program of range appraisal within the existing resources of the two Departments. Please inform the committee just how you are going about this appraisal, the areas in which range appraisals are being made, and the results which are indicated. The committee would also like to know, if it is available, the cost to the Department thus far.

Mr. LANDSTROM. Mr. Chairman, we are very happy to have had the opportunity given to us by your committee to make this trial range appraisal study as an indication of the procedure that might be followed and the costs in a full-fledged inventory if authorized.

The field reports in regard to the public land range appraisal being conducted by the Bureau of Land Management and the Forest Service now have been completed. The three areas in which the trial studies were conducted were located in Colorado, Montana, and Oregon. The Bureau of Land Management and the Forest Service will begin to review the three State reports and prepare the final report to Congress.

A representative from the Bureau of Land Management and the Forest Service for each study area has been detailed to Washington to assist in preparing the final report. It is planned to have the report available for Congress early this spring.

COST OF WORK TO DATE

Mr. Chairman, you asked about the cost of the work to date. I think Mr. Kerr, who is Assistant Director for Range and Forest Management, will be able to advise you on that. Mr. Kerr.

Mr. KERR. I do not believe I have that.

Chairman HAYDEN. All right, then. You may supply it for the record.

Mr. LANDSTROM. We will furnish it to you, Mr. Chairman.

The cost has not been large. We have operated thus far on a low-cost basis.

(The information referred to follows.)

The range appraisal study has cost approximately $32,000 to date. It is estimated the remaining work to complete the study will require an additional $10,000.

BUDGET ESTIMATE FOR CONSTRUCTION

JUSTIFICATION

Chairman HAYDEN. The justification for the budget estimate for "construction" will be placed in the record. The 1963 request is for $1 million, an increase of $150,000 over the amount appropriated in fiscal year 1962; $725,000 is for access roads and $275,000 is for necessary buildings and facilities.

(The material referred to follows:)

CONSTRUCTION

Appropriation, 1962		$850, 000
Unobligated balance from prior years		299, 006
Total available for obligation		1, 149, 006
Decreases:		
Access roads on public domain lands	$853, 714	
Buildings	295, 292	
		1, 149, 006
Subtotal		
Increases:		
Access roads on public domain lands	725, 000	
Buildings	275, 000	
		1, 000, 000
Total available for obligation (budget estimate, 1963)		1, 000, 000

Analysis by activities

	Amount available, 1962	Fiscal year 1963			Total available 1963 compared to total available 1962
		Unobligated balance from prior years	Budget estimate	Estimated total available	
1. Access roads	$853, 714		$725, 000	$725, 000	−$128, 714
2. Buildings	295, 292		275, 000	275, 000	−20, 292
Total	1, 149, 006		1, 000, 000	1, 000, 000	−149, 006

1. ACCESS ROADS, $725,000

The estimate of $725,000 is an increase of $150,000 over funds appropriated in 1962, exclusive of $278,714 in carryover funds which also are available in that year.

This program for access roads reflects the needs of the resource management program for the public lands. Road networks are essential to the proper conduct of grazing, forestry, recreation, wildlife, protection, watershed, and minerals management programs. Often, road construction is a prerequisite which allows, for the first time, implementation of a comprehensive resource management program on portions of the public lands. While any one of the projects listed below could be justified from its importance to only one program, all are multipurpose roads and will serve other needs of the Bureau and the using public.

The forestry program and the sale of timber from the public lands, under that program, presupposes an adequate system of access roads, which will penetrate large areas of untapped stands of overripe timber. While some of the smaller, more accessible areas may be reached by roads constructed as a requirement of the sales contract, it is economically unsound and in many cases economically impossible for the potential timber purchasers to construct the large, higher standard roads to the more remote stands. The proposed roads will enlarge the present system of Government access roads, permitting extension of the demand and competition for Government timber into rich areas previously economically inaccessible.

Without these roads a resource loss to the Government will occur through delay in the sale of mature timber with a corresponding revenue loss to the Treasury of the United States and in addition private industry and the communities semidependent on the public timber will continue to suffer an economic and productivity loss.

The range management program will be facilitated and application of badly needed but hitherto unavailable management practices will be made possible through construction of the necessary roads. Necessary stock control through salting and herding by the permittees, trespass control by the Bureau, and range improvement practices can be accomplished on large areas with the necessary access.

Implementation of the access road program will aid in fire protection of the natural resources. The elapsed time between detection and arrival of firefighting crews quite frequently determines the final size of the fire, the extent of suppression effort required, and the resulting damage to the land base and its resource potential. Roads provide quick access for fire suppression crews and their equipment.

Incidental public use benefits also will be obtained and will permit increased recreational use of public lands to hunters, fishermen, and the general public.

Details of the 1963 access roads construction program are set forth in the following table. Project listing should be considered an indication of the types and general locations of roads to be constructed and a reflection of current Bureau plans; however, emergency requirements occasionally may require some adjustment on project priorities.

State	Project	Item	Cost
Colorado	Trident Mesa	10 miles, grading	$43,000
	Sheep Horn Mountain	5 miles, grading	17,000
Idaho	Herd Creek	13 miles, grading, bridge	57,000
	Dempsey Meadows	8 miles, grading	32,000
Nevada	Mount Wilson	7.5 miles, grading	23,000
Oregon	Steens Mountain	19 miles, grading	79,000
	Stinking Water	13 miles, grading	66,000
	Kilches River	5 miles, grading	195,000
	Lookout Mountain	4 miles, grading	16,000
	Cottonwood Mountain	4 miles, grading	16,000
Wyoming	Shirley Mountain	5.5 miles, grading	36,000
Survey, design, supervision			125,000
Acquisition			20,000
Total, access roads			725,000

2. BUILDINGS, $275,000

The estimated level of $275,000 is the same as the funds available to this program in 1962, exclusive of $20,292 in carryover funds which also are available in that year.

The construction program level is necessary to meet certain minimum facility requirements of the Bureau of Land Management for fiscal year 1963. Emphasis is being placed upon the construction of fire lookout facilities and quarters to assure prompt fire detection upon which a well organized fire protection organization is based. Construction of other buildings and appurtenant facilities is indicated as present facilities are below minimum standards or do not exist. Such buildings and facilities in the Western States are needed to store supplies and equipment which will be used in the forest management, range management, soil and moisture, weed control, and range improvement programs. Supplies and equipment must be adequately stored to prevent loss and deterioration and to prevent excessive maintenance. Present buildings and facilities for the purpose of housing and protecting these types of stores and equipment are not adequate. The funds requested for the two district offices will permit completion of the facilities of those locations.

Of the 178 million acres of public land in the Western United States which are protected from fire by BLM personnel, few permanent lookout installations exist. Several temporary 14 by 14 foot buildings plus temporary platforms having no overhead protection are in use. Approximately 3.7 million acres will be placed under surveillance through the construction of lookouts as proposed in the 1963 program. This will assure more rapid, accurate, and comprehensive detection of, and action on, fires which may occur within that area.

Details of the 1963 buildings construction program are set forth below. Project listing should be considered an indication of the types of buildings to be constructed and a reflection of current Bureau plans; however, emergency requirements occasionally may require some adjustment of project priorities.

Details of the 1963 building construction program are set forth in the following table:

Alaska:	
Cantwell: Fire control station	$16,000
Fairbanks: Complete heating and water system	66,000
Arizona: Arizona strip district, St. George, Utah: Warehouse and equipment storage	23,000
Idaho:	
East Butte: Fire lookout and quarters	8,000
High Five: Fire lookout and quarters	8,000
South Mountain: Fire lookout and quarters	8,000
Nevada:	
Battle Mountain: Warehouse, equipment storage, district office	60,000
Winnemucca: District office	26,000
Oregon:	
Cottonwood Mountain: Fire lookout	7,000
Lookout Mountain: Fire lookout and quarters	10,000
Utah: Price: Warehouse	26,000
Wyoming: Pinedale: Warehouse	17,000
Total, buildings	275,000

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$364,017	$1,149,006	$1,000,000	−$149,006
Unobligated balance brought forward	−4,066,433	−299,006		+299,006
Unobligated balance transferred to "Oregon and California grant lands, Bureau of Land Management"	3,752,268			
Unobligated balance carried forward	299,006			
Unobligated balance lapsing	1,142			
Appropriation	350,000	850,000	1,000,000	+150,000
Obligations by objects:				
11 Personnel compensation	50,895	181,006	173,000	−8,006
12 Personnel benefits	2,267	7,000	6,000	−1,000
21 Travel and transportation of persons	8,800	22,000	16,000	−6,000
22 Transportation of things	3,947	12,000	9,000	−3,000
23 Rent, communications, and utilities	1,007	5,000	4,000	−1,000
24 Printing and reproduction	363			
25 Other services	80,234	232,000	225,000	−7,000
26 Supplies and materials	42,833	62,000	62,000	
31 Equipment	1,635	223,000	200,000	−23,000
32 Lands and structures	172,036	390,000	305,000	−85,000
44 Refunds		15,000		−15,000
Total obligations	364,017	1,149,006	1,000,000	−149,006

IMPORTANCE OF ACCESS ROADS

Chairman HAYDEN. If you have any comment to make on this, you may do so.

Mr. LANDSTROM. No further comment at this time, Mr. Chairman, except to reemphasize the importance of the access roads on the public domain, which has been long neglected in my opinion.

Chairman HAYDEN. Does that help in selling timber?

Mr. LANDSTROM. Yes, sir; it will also help in public access for recreation for many of the people and also for exploration for mining and other users of these roads.

Chairman HAYDEN. It has been the experience of the Forest Service that by the building of access roads and then opening the area for bidding they got more for the stumpage because the lumber company does not have to build the road and in that way they really pay for themselves very promptly.

Mr. LANDSTROM. That is certainly correct and that is a method that is being used in the Bureau of Land Management, to the extent appropriations will allow.

DECREASE IN ESTIMATE

Chairman HAYDEN. The estimate for construction, reforestation, and operation and maintenance on the Oregon and California grant lands for fiscal year 1963 is $7,750,000, a decrease of almost $1,900,000. The justification for this request will be included in the record.

(The material referred to follows:)

OREGON AND CALIFORNIA GRANT LANDS

Appropriation, 1962	$7,750,000
Unobligated balance from prior years	1,822,214
Total available for obligation	9,572,214
Decreases:	
Construction and acquisition of access roads	8,092,543
Reforestation and improvements	1,141,217
Operation and maintenance	338,454
Subtotal	9,572,214
Increases:	
Construction and acquisition of access roads	6,200,000
Reforestation and improvements	1,150,000
Operation and maintenance	400,000
Budget estimate, 1963	7,750,000

Analysis by activities

Activity	Amount available, 1962	Fiscal year 1963			Total available 1963 compared to total available 1962
		Unobligated balance from prior years	Budget estimate	Estimated total available	
1. Construction and acquisition	$8,092,543		$6,200,000	$6,200,000	−$1,892,543
2. Reforestation and improvements	1,141,217		1,150,000	1,150,000	+8,783
3. Operation and maintenance	338,454		400,000	400,000	+61,546
Total	9,572,214		7,750,000	7,750,000	−1,822,214

Under this title, 25 percent of the gross receipts from sales of timber and other products on the revested Oregon and California railroad grant lands is appropriated, bringing together under one appropriation all reimbursable charges against the Oregon and California land-grant fund.

It provides for the construction, acquisition, operation, and maintenance of access roads and improvements and for reforestation on the revested Oregon and California railroad grant lands and on other Federal lands in the Oregon and California land-grant counties of Oregon.

Existing legislation provides that the O. & C. counties shall receive, in lieu of tax payments, up to 75 percent of the gross revenues from these lands. The Association of O. & C. Counties has recommended that one-third of the amount due from receipts, or 25 percent of the total gross receipts, be appropriated for access road construction and maintenance, reforestation, and improvements and be reimbursed to the Treasury from funds otherwise payable to the counties.

1. CONSTRUCTION AND ACQUISITION OF ACCESS ROADS, $6,200,000

This estimate is for construction of access roads on the Oregon and California railroad grant lands. It represents a decrease of $1,892,543 from the amount available for fiscal year 1962, which is the result primarily of the availability in 1962 of $1,752,543 in carryover funds. It covers reconnaissance and surveys of potential routes to O. & C. timber, negotiation, survey, appraisal, and acquisition of easements, rights-of way, and roads and improvement or construction of roads across, on, or adjacent to O. & C. lands (including 462,697 acres of O. & C. lands administered by the Forest Service pursuant to Public Law 426).

More than 7,000 separate parcels of O. & C. land are intermingled with or in the vicinity of approximately 10 million acres of lands in other ownership (mostly private).

To fully implement the timber-cutting plan it is imperative that remotely located old growth, decadent stands be depleted in the initial part of the cutting

sequence. Failure to build adequate access roads into these inaccessible areas forces the cutting of more thrifty rotation-age material. In some instances delicately balanced cutting plans can be seriously disrupted and reserved cuttings, being retained to provide firebreaks and supplemental seed sources, are cut prematurely because undeveloped drainages cannot be penetrated.

A total of 210 separate easements need to be acquired for planned road construction. Approximately 45 miles of existing roads should be purchased. The scheduling of sales of old growth and salvage timber hinges on adequate area development of new road construction and existing road acquisition. In recent years the large increase in allowable cuts has brought presently accessible areas under heavy pressure. The proposed construction and acquisition program for 1963 will provide access to critical drainage areas containing more decadent materials which should be removed first in a sound forestry management program. At the end of fiscal year 1961, 231 miles of mainline access roads had been completed and 153.1 miles were under construction. This estimate provides for grading 29.9 miles, surfacing of 86.7 miles, construction of necessary bridges, and production of rock for road surfacing.

An adequate system of access roads is essential to the offering of the full allowable cut each year. Recently completed access roads have permitted movement of O. & C. timber to communities and industries which might otherwise have suffered acute economic distress. Because of these roads competitive interest has been extended and has provided bidding opportunities for prospective purchasers who heretofore have been unable to bid for the timber. These roads also provide ready access to the O. & C. and other lands for fire protection, recreation, and other uses, including transportation of privately owned timber. When privately owned timber is transported over these roads, road use fees are collected.

Details of the program are given in the following tables:

Status of appropriation, fiscal years 1951–61

Amount appropriated		$38, 411, 229
Transferred to Bureau of Public Roads	$32, 884, 729	
Available to Bureau of Land Management	5, 526, 500	
Obligations, 1951–61		36, 658, 686
Bureau of Public Roads	$31, 475, 142	
Bureau of Land Management	5, 183, 544	
Unobligated balance June 30, 1961		1, 752, 543
Bureau of Public Roads	$1, 409, 588	
Bureau of Land Management	342, 955	
Amount appropriated		38, 411, 229

Fiscal year 1962 program

Availability:		
Unobligated balance as of June 30, 1961, brought forward		$1, 752, 543
4th quarter 1961 receipts warranted in July 1961		2, 656, 000
Estimated authorization, fiscal year 1962		6, 340, 000
Less estimated 4th quarter 1962 receipts warranted in July 1962		−2, 656, 000
Available for 1962 program		8, 092, 543
Utilization:		
Bureau of Land Management:		
Planning, reconnaissance	$440, 000	
Acquisition	1, 142, 955	
		1, 582, 955
Bureau of Public Roads:		
Surveys		330, 000
Construction:		
BLM lands	$5, 304, 100	
Forest Service lands	875, 488	
		6, 179, 588
		6, 509, 588
Total, 1962 program		8, 092, 543

Details of construction program, BLM lands, fiscal year 1962

Continued work on going projects	$880, 800
Tyee, grading, 10 miles	540, 000
Middle Creek, grading, 6.1 miles	413, 000
Burnt Mountain C, grading 9.7 miles	450, 000
Big River, grading, 4 miles	206, 000
Elk Meadows, grading, 3.8 miles	185, 000
Gooseneck Road, surfacing, 5 miles	50, 000
North East Rock Creek, bridge and grading, 1 mile	57, 000
Camp Creek, surfacing, 18.5 miles	739, 000
East Fork Evans Creek, grading, 6 miles	293, 000
Little Lobster Creek, grading, 5 miles	250, 000
Powell Creek, grading, 4.8 miles	138, 000
Agency Creek, grading, 8 miles	282, 000
Smith River, surfacing, 4.2 miles	245, 300
Rock production	410, 000
Bridges and culverts	165, 000
Total, 1962 construction program BLM lands	5, 304, 100

Fiscal year 1963 program

Availability:		
Estimated 4th quarter receipts warranted in July 1962		$2, 656, 000
Estimated authorization, fiscal year 1963		6, 200, 000
Less estimated 4th quarter 1963 receipts warranted in July 1963		−2, 656, 000
Available for 1963 program		6, 200, 000
Utilization:		
Bureau of Land Management:		
Planning, reconnaissance	$440, 000	
Acquisition	825, 000	
		1, 265, 000
Bureau of Public Roads:		
Surveys		330, 000
Construction:		
BLM lands	$3, 805, 000	
Forest Service lands	800, 000	
		4, 605, 000
		4, 935, 000
Total, 1963 program		6, 200, 000

Details of construction program, BLM lands, fiscal year 1963

Canton Creek, surfacing, 9.3 miles	$155, 000
Keno C, bridge and grading, 1 mile	62, 000
Cow Creek, surfacing, 19 miles	356, 000
West Fork Cow Creek, grading, 2.4 miles	237, 000
South Fork Alsea, surfacing, 7 miles	144, 000
Keno Road, surfacing, 28 miles	578, 000
Middle Creek, grading, 3 miles	206, 000
Union Creek, grading, 3.5 miles	232, 000
Rock Creek B, grading, 7 miles	360, 000
Rock Creek C, grading, 5 miles	310, 000
Smith-Siuslaw, surfacing, 23.4 miles	106, 000
Elk Creek, grading, 5 miles	258, 000
Dowre-Peak, grading, 3 miles	155, 000
Rock production	515, 000
Bridges and culverts	131, 000
Total, 1963 construction program, BLM lands	3, 805, 000

2. REFORESTATION AND IMPROVEMENTS, $1,150,000

(*a*) *Reforestation.*—The estimate of $700,000 is the same amount as that available in fiscal year 1962, exclusive of carryover funds. Details of this program are discussed in the O. & C. grant lands section of the forestry activity under the appropriation, "Management of lands and resources."

(*b*) *Recreational facilities.*—The estimate of $450,000 is an increase of $40,000 over the amount available in fiscal year 1962, exclusive of carryover funds; $250,000 is programed for facilities to be developed by the Bureau while $200,000 is programed for facilities to be developed by the Forest Service on lands in the O. & C. counties that are administered by that agency.

Construction of public recreational facilities, including provision of necessary access thereto, in the O. & C. area of Oregon began in fiscal year 1961. The public demand for recreational facilities in western Oregon has mushroomed dramatically in the last 3 years. The BLM timber access roads have opened many areas highly suitable for recreational use. Currently, recreational use of many scenic spots adjacent to the access roads is unregulated. Hazards both to the resources and to the public health and safety already are evident. These hazards can be minimized or eliminated with development of needed facilities.

3. OPERATION AND MAINTENANCE, $400,000

This estimate provides for maintenance of constructed and acquired access roads and recreation facilities. The increase of $100,000 over the amount available in fiscal year 1962, exclusive of carryover funds, is necessary because of the greater mileage of roads requiring maintenance and the development of additional recreation facilities.

In many of the O. & C. areas close adherence to a maintenance schedule is essential to prevent subgrade deterioration and consequent costly loss of road segments. Replacement costs of washout portions can be materially greater than initial construction and often entails considerable relocations of adjacent undamaged segments of the affected road. An economic side effect is the hardship worked on timber purchasers in their inability to replenish their depleted mill log inventory during the critical spring months.

In addition to maintenance performed with appropriated funds, fees for road maintenance are paid by purchasers of Government timber as a condition of timber sale contracts and by timber haulers using the roads under permits.

Sixteen thousand dollars is included in this estimate for maintenance of recreation facilities.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$8,947,648	$9,572,214	$7,750,000	−$1,822,214
Unobligated balance brought forward		−1,822,214		+1,822,214
Unobligated balance carried forward	1,822,214			
Unobligated balance transferred from "Construction," Bureau of Land Management	−3,752,268			
Appropriation	7,017,594	7,750,000	7,750,000	
Obligations by objects:				
11 Personnel compensation	1,298,966	1,670,000	1,658,000	−12,000
12 Personnel benefits	75,710	93,000	93,000	
21 Travel and transportation of persons	256,645	296,000	294,000	−2,000
22 Transportation of things	58,199	65,000	69,000	+4,000
23 Rent, communications, and utilities	52,034	37,000	34,000	−3,000
24 Printing and reproduction		4,000		−4,000
25 Other services	792,208	895,000	854,000	−41,000
26 Supplies and materials	213,391	168,000	166,000	−2,000
31 Equipment	30,821	39,000	25,000	−14,000
32 Lands and structures	6,169,674	6,067,214	4,357,000	−1,710,214
44 Refunds		238,000	200,000	−38,000
Total obligations	8,947,648	9,572,214	7,750,000	−1,822,214

Chairman HAYDEN. How do you account for the decrease?

Mr. LANDSTROM. Mr. Chairman, the decrease of almost $1,900,000 between fiscal years 1962 and 1963 is caused by the inclusion of prior year carryover funds in the amount available for fiscal year 1962. Insofar as new funds are concerned, the programs for fiscal years 1962 and 1963 are at the same level.

JUSTIFICATION

Chairman HAYDEN. I will also place in the record the justification for range improvements and for public land administration expenses. Each of these is an indefinite appropriation out of receipts and forfeitures.

(The justification referred to follows:)

	Appropriation, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Range improvements (receipt limitation)	$863,070	$739,842	$1,044,750	+$304,908

Need for increase.—This estimate in the amount of $1,044,750 is an increase of approximately $305,000 over 1962, and reflects an anticipated increase in grazing fee receipts. This is an annual indefinite appropriation derived from grazing fee receipts in accordance with sections 3 and 10 of the Taylor Grazing Act (48 Stat. 1269), as amended. Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by Executive Order 10787, dated November 6, 1958.

Plan of work.—Approximately 178 million acres of public grazing lands which include over 2 million acres of Bankhead-Jones lands will require range improvements to preserve the forage resources. Twenty-five percent of grazing fee receipts from both public lands and Bankhead-Jones lands are designated as a range improvement fund which are applied to improvements on the range. Receipts in fiscal year 1963 are estimated at $6,120,000, which includes the sum of $340,000 from Bankhead-Jones lands.

The appropriation is distributed as follows:

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase
Public lands	$785,877	$678,982	$962,250	$283,268
Farm Tenant Act lands	77,193	60,860	82,500	21,640
Total	863,070	739,842	1,044,750	304,908

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$755,341	$940,828	$1,029,683	+$88,855
Unobligated balance brought forward	−181,890	−289,619	−88,633	+200,986
Unobligated balance carried forward	289,619	88,633	103,700	+15,067
Appropriation	863,070	739,842	1,044,750	+304,908
Obligations by objects:				
11 Personnel compensation	262,705	240,067	275,000	+34,933
12 Personnel benefits	13,139	11,775	14,000	+2,225
21 Travel and transportation of persons	28,201	35,047	40,000	+4,953
22 Transportation of things	45,595	28,827	30,000	+1,173
23 Rent, communications, and utilities	6,335	7,646	10,000	+2,354
24 Printing and reproduction	1,122	1,075	1,100	+25
25 Other services	150,814	309,359	366,583	+57,224
26 Supplies and materials	225,472	286,699	275,000	−11,699
31 Equipment	20,201	21,087	19,000	−2,087
32 Lands and structures	3,101			
Subtotal	756,685	941,582	1,030,683	+89,101
Deduct quarters and subsistence charges	1,344	754	1,000	−246
Total obligations	755,341	940,828	1,029,683	+88,855

EXPENSES, PUBLIC LAND ADMINISTRATION ACT

This account was a current indefinite appropriation in 1961. No amount is shown for 1962 or 1963 as this appropriation is being considered as a permanent indefinite appropriation in those years.

Justification

Section 301 of Public Law 86–649, approved July 14, 1960, authorizes the appropriation of moneys received as a result of forfeitures by timber sale contractors for failure to restore areas damaged by cutting operations and other amounts received in settlement of damage to timberlands. Section 302 of the act authorizes the appropriation of moneys received from road users for road maintenance. The amounts appropriated are to remain available until expended. Any amounts in excess of the cost of doing the work authorized are required to be transferred to miscellaneous receipts (74 Stat. 507–508).

PURCHASE OF VEHICLES

Chairman HAYDEN. In addition, I will have printed your request for authority to purchase passenger motor vehicles and an airplane.

(The request referred to follows:)

ADMINISTRATIVE PROVISIONS

PASSENGER MOTOR VEHICLES

Authorization is requested for purchase of nine passenger vehicles for replacement only. All of the vehicles to be replaced will have met the standards as to age or mileage.

These vehicles are for use by field personnel in the administration of public grazing lands, forest management and fire suppression in widely scattered areas, by field examiners and surveyors in the performance of investigations and surveys, and by supervisory personnel.

Two station wagons are included in the request. They will be used principally by cadastral engineers where the job requirements involve extensive driving and the hauling of personnel, scientific instruments, and field equipment.

Vehicles to be purchased:	
Number	9
Gross cost	$14,400
Old vehicles to be exchanged:	
Number	9
Allowance	$2,100
Net cost	$12,300

AIRCRAFT

Authorization also is requested for the purchase of one additional aircraft.

Aircraft are used by the Bureau only in Alaska. They are necessary for photogrammetric surveys, fire patrol, and for transporting smokejumpers, firefighters, and equipment. The enlarged program for cadastral surveys and fire protection in Alaska requires an additional airplane.

Aircraft to be purchased:	
Number	1
Gross cost	$22,000

INCREASE FOR GENERAL ADMINISTRATION

Mr. BEIRNE. Mr. Chairman, may I point out one thing in our regular appropriations? Under "General administration," we request an increase of $49,000. That actually is an increase of $149,000 when it is considered that last year the Congress gave us $100,000 to purchase equipment.

However, we are to embark on a cost accounting system beginning July 1, so that the cost of equipment will be offset by increased cost of operating the cost system itself and servicing the expanded programs. The total increase is actually $149,000.

Thank you.

Chairman HAYDEN. If the Senators present have no further questions, we will adjourn.

Mr. LANDSTROM. Mr. Chairman, we appreciate always the chance to come down and talk with you and if we can be of any help please let us know.

Chairman HAYDEN. Thank you. We stand in recess until Tuesday, February 27, when we will then take up the appropriations for the Bureau of Indian Affairs.

(Whereupon, at 3:30 p.m., Monday, February 26, 1962, the subcommittee was recessed, to be reconvened the following day, Tuesday, February 27, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

TUESDAY, FEBRUARY 27, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Senators Byrd, McGee, Young, Mundt, and Dworshak.

DEPARTMENT OF THE INTERIOR

BUREAU OF INDIAN AFFAIRS

STATEMENTS OF PHILLEO NASH, COMMISSIONER; JOHN O. CROW, DEPUTY COMMISSIONER; JAMES E. OFFICER, ASSISTANT TO THE COMMISSIONER; ROBERT E. VAUGHN, ASSISTANT TO THE COMMISSIONER; FRED H. MASSEY, ASSISTANT COMMISSIONER, ADMINISTRATION; SELENE GIFFORD, ASSISTANT COMMISSIONER, COMMUNITY SERVICES; E. REESEMAN FRYER, ASSISTANT COMMISSIONER, RESOURCES; HILDEGARD THOMPSON, CHIEF, BRANCH OF EDUCATION; DELBERT H. BRUCE, CHIEF, BRANCH OF REALTY; GEORGE S. KEPHART, CHIEF, BRANCH OF FORESTRY; REGINALD W. QUINN, TRIBAL PROGRAMS OFFICER, BRANCH OF TRIBAL PROGRAMS; J. LEONARD NORWOOD, CHIEF, BRANCH OF BUDGET AND FINANCE; ARTHUR ALLEN, ENGINEERING ADVISER, ADMINISTRATION; AND ROBERT TRIER, CHIEF, ROADS BRANCH; BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF THE INTERIOR

BUDGET ESTIMATES

Chairman HAYDEN. The committee will be in order.

We will place in the record a comparative statement of fiscal year 1962 appropriations and fiscal year 1963 budget estimates for the Bureau of Indian Affairs. This shows an increase of $33,139,348 requested for fiscal year 1963.

(The statement referred to follows:)

Comparative statement of 1962 appropriations and 1963 budget estimates

Appropriations and activities	Revised appropriations 1962	Estimates, 1963	Increase or (−) decrease
Education and welfare services:			
1. Educational assistance, facilities and services	$58,575,571	$68,369,000	$9,793,429
2. Welfare and guidance services	8,379,126	9,348,000	968,874
3. Relocation services	[1] 2,815,000	2,815,000	
4. Maintaining law and order	1,649,000	2,295,000	646,000
Total	[1] 71,418,697	82,827,000	11,408,303
Resources management:			
1. Forest and range lands	3,510,247	4,300,000	789,753
2. Fire suppression	140,000	140,000	
3. Agricultural and industrial assistance	[2] 3,182,959	5,395,000	2,212,041
4. Soil and moisture conservation	5,166,692	5,352,000	185,308
5. Maintenance of roads	2,849,500	2,850,000	500
6. Development of Indian arts and crafts	202,200	300,000	97,800
7. Management of Indian trust property	4,638,048	5,268,000	629,952
8. Repair and maintenance of buildings and utilities	8,532,692	9,562,000	1,029,308
9. Operation, repair, and maintenance of Indian irrigation systems	1,087,800	1,250,000	162,200
Total	[2] 29,310,138	34,417,000	5,106,862
Construction:			
1. Buildings and utilities	35,861,000	50,483,000	14,622,000
2. Irrigation systems	3,698,989	4,282,000	583,011
Total	39,559,989	54,765,000	15,205,011
Road construction (liquidation of contract authorization):			
1. Federal-aid highway roads	11,000,000	12,000,000	1,000,000
2. Navajo-Hopi roads	5,000,000	5,000,000	
Total	16,000,000	17,000,000	1,000,000
General administrative expenses:			
1. Departmental office	1,082,000	1,202,000	120,000
2. Field offices	2,839,828	3,170,000	330,172
Total	3,921,828	4,372,000	450,172
Liquidation of Klamath and Menominee agencies	31,000		−31,000
Revolving fund for loans	4,000,000	4,000,000	
Grand total	164,241,652	197,381,000	33,139,348

[1] For comparative purposes excludes $285,000 included in the justification under "Resources management."
[2] For comparative purposes includes $285,000 appropriated under "Education and welfare services."

Education and Welfare Services

Chairman Hayden. There also will be included in the record the justifications for the 1963 estimate for "Education and welfare services." The amount of this estimate is $82,827,000, an increase of $11,408,303 over the amount available during the past fiscal year.

(The information referred to follows:)

Bureau of Indian Affairs, Education and Welfare Services

HIGHLIGHT STATEMENT

The Bureau provides services and assists the States in furnishing services to Indians in the United States including the natives of Alaska in the fields of education, welfare, relocation, and law and order. Progress in education is basic to successful achievement of overall Bureau programs.

Education provides the base of understanding and skills that facilitates Indian acceptance of ideas and programs leading them to full assumption of citizenship responsibilities. In the last few years the education program has been broadened to include adults as well as children of school age. Indian children attend public, Federal, private, and mission schools. In 1961 there were 112,746 Indian pupils, age 6 to 18 inclusive, enrolled in school, an increase of 3 percent over the year before. In addition, 8,092 Indian pupils, under 6 and over 18, were enrolled in school. Funds are requested for fiscal year 1963 to provide educational services for 2,528 additional pupils in boarding schools, approximately 1,200 additional pupils in 40 additional day school units and for the Federal Government's share of the increased costs and increased pupil load in public schools enrolling Indian children.

Wherever facilities are available Indians are enrolled in local public schools. The Bureau assists in financing some districts enrolling Indian pupils eligible for payment under the Johnson-O'Malley Act. When school districts educating Indian children are eligible for Federal aid under Public Law 874, 81st Congress (64 Stat. 1100), as amended, supplemental aid under the Johnson-O'Malley program is limited to meeting educational problems under extraordinary or exceptional circumstances.

When public school opportunities are not available, the Bureau operates schools for Indian children. In 1961 the Bureau operated 270 schools, enrolling 41,729 pupils and 19 dormitories, housing 3,953 pupils attending public schools. The primary objective of the schools operated for Indian children is to prepare them for successful living. In Federal schools the children develop basic academic skills, acquire an understanding of the social and economic world, learn improved standards of living, follow practices which assure optimum health, acquire vocational training to qualify for gainful employment, and obtain sufficient education to enter special schools and institutions of higher learning. The schools provided by the Federal Government for Indian children meet the instructional standards required by the States in which they operate and all secondary schools are accredited so that graduates may enter college on the same basis as public school graduates. In addition to the operation of Federal schools for eligible Indian children, the Bureau conducts a limited educational program for adult reservation Indians. In 1961, 107 communities were served by this program. Courses are planned to meet specific needs of individuals and community groups and range from the most elementary reading and writing to practical and business skills and citizenship training.

The act of August 3, 1956 (70 Stat. 986), as amended, authorizes a program of adult vocational training and education in the amount of $7,500,000 annually. This program was initiated in 1958 on a limited basis. For 1963, we are requesting $5,500,000, which will provide for approximately 1,900 institutional trainees and 1,000 on-the-job trainees.

The Bureau provides general relief, child welfare, and miscellaneous services to Indians who do not qualify for similar services offered under Federal, State, or county welfare programs. An average monthly caseload of 14,820, an increase of 620 over 1962, for general relief is contemplated in 1963; and foster care for 2,780 children, an increase of 80 over 1962.

The relocation program assists Indians from reservations to settle and secure permanent employment in non-Indian communities, and assists in a program of industrial development on or near reservations to provide local job opportunities. In 1962, 4,400 relocatees will be furnished aid and in 1963, 4,600.

Police services and tribal court operations are financed on Indian reservations, and special officers direct enforcement of Federal law. Failure or lack of a program to maintain order on the reservations jeopardizes or renders impossible the accomplishment of other Bureau programs.

Education and welfare services

Appropriation, 1961	$63, 669, 000
Supplemental appropriation, 1961	2, 772, 000
Total appropriation, 1961	66, 441, 000
Appropriation, 1962	71, 000, 000
Supplemental appropriation, 1962	750, 000
Total appropriation, 1962	71, 750, 000
Transferred to General Services Administration (75 Stat. 353)	−46, 303
Industrial Development program transferred to economic development program under "Resources management" appropriation	−285, 000
Total amount available, 1962	71, 418, 697

SUMMARY OF INCREASES AND DECREASES, 1963

Educational assistance, facilities, and services:	
Assistance to pupils in non-Federal schools	+1, 100, 000
Operation of additional Federal school facilities	+3, 829, 300
To improve operations at existing Federal school facilities	+3, 303, 584
Increase in adult education and vocational training	+1, 560, 545
Total	+9, 793, 429
Welfare and guidance services: To provide for increases in general assistance caseload, child welfare caseload, and social services	+968, 874
Maintaining law and order: To provide funds for an increase in the law-and-order program	+646, 000
Net change, 1963	+11, 408, 303
Budget estimate, 1963	82, 827, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Educational assistance, facilities and services	$55, 067, 491	$58, 575, 571	$68, 369, 000	+$9, 793, 429
2. Welfare and guidance services	6, 859, 288	8, 379, 126	9, 348, 000	+968, 874
3. Relocation services	2, 889, 451	2, 815, 000	2, 815, 000	
4. Maintaining law and order	1, 275, 343	1, 649, 000	2, 295, 000	+646, 000
Unobligated balance	349, 427			
Total	66, 441, 000	71, 418, 697	82, 827, 000	+11, 408, 303

1. Educational assistance, facilities, and services

Subactivity	1961		1962		1963		Increase	
	Number of pupils	Available	Number of pupils	Available	Number of pupils	Estimate	Number of pupils	Amount
(*a*) Assistance to pupils in non-Federal schools		$5,482,807		$6,854,000		$7,954,000		+$1,100,000
(1) Public schools:								
(*a*) Navajo peripheral contracts		969,674		1,061,000		1,061,000		
(*b*) Other		4,260,722		5,537,000		6,237,000		+700,000
(2) Special aids		9,329		6,000		6,000		
(3) Higher education		243,082		250,000		650,000		+400,000
(*b*) Federal facilities	45,682	45,566,575	49,145	46,847,716	52,873	53,980,600	+3,728	+7,132,884
(1) Boarding schools	29,930	34,953,347	31,565	35,508,124	34,093	40,421,000	+2,528	+4,912,876
(2) Day schools	15,752	9,200,342	17,580	9,856,592	18,780	11,949,400	+1,200	+2,092,808
Number of classroom units	(566)		(586)		(626)		(+40)	
(3) Special services		1,412,886		1,483,000		1,610,200		+127,200
(*c*) Adult education and training program		4,018,109		4,873,855		6,434,400		+1,560,545
(1) Adult education		577,833		630,000		934,400		+304,400
(2) Adult vocational training		3,440,276		4,243,855		5,500,000		+1,256,145
Total		55,067,491		58,575,571		68,369,000		+9,793,429

(a) *Assistance to pupils in non-Federal schools*

The estimate of $7,954,000 is an increase of $1,100,000 over 1962.

Need for increase.—The increase of $1,100,000 covers $700,000 for the Bureau's share under State Johnson-O'Malley plans for the increased enrollment and additional costs in public schools, and $400,000 for higher education grants.

Plan of work.—This item covers subactivities as follows:

(1) Public schools: This item provides for the Johnson-O'Malley program under which the Bureau cooperates with local public schools by compensating districts for impacts of Indian children from tax-free Indian lands and resulting financial problems in educating Indian children State and/or district plans are agreed upon and at contracting time funds are adjusted to meet the exact amounts needed to finance such plans. Prior to 1959 local public schools participating under a State or district plan financed from Johnson-O'Malley funds were ineligible for entitlement for Indian pupils under Public Law 874, 81st Congress (64 Stat 1100) administered by the Health, Education, and Welfare Department. The act of August 12, 1958, amended Public Law 874 so that school districts educating Indian children may receive payments for Indian children on the same basis as other federally affected children. Bureau efforts are carefully coordinated with the Office of Education in the Department of Health, Education, and Welfare to insure that there is no duplication of assistance for the same service.

Although Public Law 874 applies to Indian children on the same basis as non-Indian children, not all public schools on Indian reservations have an adequate tax base to provide education at acceptable State standards without additional assistance over and above their entitlement under Public Law 874 which requires a 3-percent impact and a minimum average daily attendance of 10 federally connected children to qualify for financial assistance. Some schools enrolling Indian children do not qualify because of this requirement. Johnson-O'Malley aid is provided in such instances. It is limited entirely to Indian-impacted districts not qualifying for Public Law 874 aid and to meeting needs under extraordinary and exceptional circumstances when the district is eligible for Public Law 874 funds

Increased enrollment and increased education costs account for increased need of assistance from the Bureau under the Johnson-O'Malley program. Enrollments of Indian children in public schools increased approximately from 1,500 to 4,000 annually over the past 5 years. Public school costs are increasing on an average of from 5 to 7 percent annually according to published information of the National Education Association. The Bureau must be in a position to meet justifiable assistance to public schools enrolling Indian children to insure the continued enrollment and adjustment of Indian children in public schools. Otherwise many Indian children may be faced with no facilities or with attendance at a Federal school facility already overcrowded.

The Bureau meets the full per capita costs for the education of Navajo pupils domiciled in Federal dormitories and attending out-of-district public schools.

In 1961 the public schools enrolled 64,987 Indian children. Of this number over half attended public schools receiving financial assistance under the Bureau's Johnson-O'Malley contract program. (The decrease in total public school enrollment from 84,650 in 1960 to 64,987 in 1961 is due to the dropping from the school census report of Indian schoolchildren those residing in the States of California, Idaho, Michigan, Minnesota, Nebraska, Oregon (except Warm Springs Agency), Texas, Washington, and Wisconsin, where the Indian schoolchildren are now enrolled in public schools. After adjusting the 1960 census report to reflect this change, there was an increase in total public school enrollment of 1,449 pupils from 1960 to 1961.)

The following tables list the Johnson-O'Malley education contracts:

(a) *Navajo peripheral*

	1961		1962		1963		Change	
	Number of pupils	Amount	Number of pupils	Amount	Number of pupils	Amount	Number of pupils	Amount
Total	2,332	$969,674	2,135	$1,061,000	2,135	$1,061,000		
Arizona:								
Flagstaff	313	121,784	300	130,000	300	130,000		
Holbrook	418	168,000	420	205,000	420	205,000		
Snowflake	122	49,650	120	96,000	120	96,000		
Winslow	297	105,067	300	132,000	300	132,000		
New Mexico:								
Albuquerque	379	159,830	250	102,000	250	102,000		
Aztec	129	72,403	120	83,000	120	83,000		
Gallup	547	241,500	500	253,000	500	253,000		
Utah: Richfield	127	51,440	125	60,000	125	60,000		

(b) *Other*

State and district	1961 amount	1962 amount	1963 amount	Change amount
Total	$4,191,210	$5,537,000	$6,237,000	+$700,000
Aberdeen:				
Nebraska State	120,000	170,000	170,000	
North Dakota State	185,000	255,000	255,000	
South Dakota State	330,000	532,800	552,800	+20,000
Minneapolis:				
Minnesota State	132,560	215,000	215,000	
Wisconsin State	215,164	200,823	200,823	
Iowa district	19,455	32,959	32,959	
Billings:				
Montana State	118,187	16,740	16,740	
Wyoming State	18,000	29,550	29,550	
Gallup:				
New Mexico State	675,000	1,000,000	1,060,000	+60,000
Colorado districts	65,498	89,251	89,251	
Juneau: Alaska State	501,252	539,877	539,877	
Muskogee: Oklahoma State	410,000	418,000	418,000	
Anadarko: Kansas district	8,800	20,000	20,000	
Phoenix:				
Arizona State	1,160,902	1,797,000	2,397,000	+600,000
Nevada State	80,000	70,000	70,000	
Utah district	24,000	19,000	19,000	
Oshrin Hospital	4,000	4,000	4,000	
Portland:				
Idaho State	84,072	75,000	95,000	+20,000
Washington State	39,320	52,000	52,000	

(2) Special aids: This item provides lunches for Seminole children in Florida.

(3) Higher education: This item provides for grants to 1,025 students in universities, colleges, and institutions of higher learning and increases the average grant from $385 to $640 per student above the high school level in 1962. The number is expected to increase annually because of the large number graduating from Federal and public high schools and because of the growing interest of the Indian people in having their children receive education at the higher levels. The Federal grant funds, with the funds provided by private and public organizations, various schools, some States, tribal groups, and Federal and tribal loans, will assist many Indian young people who would otherwise be unable to attend schools of higher learning. The amount of grant funds provided by various Indian tribes for higher education is increasing each year as tribal resources permit and as other tribes establish grant funds for this use. However, many

tribes are without resources to provide for the higher education needs of their youth, and rapidly rising costs make it necessary for the Bureau to provide assistance in larger amounts. An analysis of the item by area follows:

Area	1961		1962		1963	
	Number of grants	Amount	Number of grants	Amount	Number of grants	Amount
Aberdeen	135	$55,991	150	$53,000	270	$171,000
Anadarko	77	16,966	70	12,000	100	63,000
Billings	30	12,588	30	10,000	75	48,000
Gallup	97	43,688	100	40,000	150	95,100
Juneau	78	31,777	75	36,000	100	64,300
Minneapolis	34	16,093	45	20,000	60	38,000
Muskogee	82	29,846	105	44,000	150	95,100
Phoenix	56	22,966	35	21,000	70	44,000
Portland	20	9,077	20	10,000	30	19,000
Cherokee	10	3,000	15	3,000	15	9,500
Seminole	4	1,090	5	1,000	5	3,000
Total	623	243,082	650	250,000	1,025	650,000

(*b*) *Federal facilities*

The estimate of $53,980,600 is an increase of $7,132,884 over 1962.

Need for increase.—The increase of $7,132,884 consists of—

(1) $4,912,876 in boarding schools representing $3,155,000 for increased enrollment of 2,528 pupils; $339,876 to raise instructional standards; $700,000 for summer programs; $390,000 for reclassification of positions in compliance with civil service standards; $97,000 for turn-around leave for employees in Alaska; $131,000 for a special demonstration school; and $100,000 for a special orientation and training program for school employees.

(2) $2,092,808 in day schools representing $674,300 for increased enrollment in 40 additional day school units; $188,408 to raise instructional standards; $270,000 for reclassification of positions in compliance with civil service standards; $50,400 for turn-around leave for employees in Alaska; $395,000 for a school lunch program in Bureau schools in Alaska, on the basis of $0.50 per pupil per meal; $320,000 for increased costs in the operation of one-room day schools at $5,000 per unit; and $194,700 for a high school correspondence course in Alaska.

(3) $127,200 in special services representing $125,000 for off-reservation transportation; and $2,200 for turn-around leave in Alaska

Plan of work.—An analysis of the item by subactivity follows:

	1961		1962		1963		Increase	
	Number of pupils	Amount	Number of pupils	Amount	Number of pupils	Amount	Number of pupils	Amount
(1) Boarding schools	29,930	$34,953,347	31,565	$35,508,124	34,093	$40,421,000	2,528	$4,912,876
(2) Day schools	15,752	9,200,342	17,580	9,856,592	18,780	11,949,400	1,200	2,092,808
(3) Special services		1,412,886		1,483,000		1,610,200		127,200
(a) Program direction		(857,580)		(899,000)		(901,200)		(2,200)
(b) Museum		(36,545)		(34,000)		(34,000)		
(c) Alaska and Navajo off-reservation tranportation		(518,761)		(550,000)		(675,000)		(125,000)
Total	45,682	45,566,575	49,145	46,847,716	52,873	53,980,600	3,728	7,132,884

(1) Boarding schools: This subactivity is analyzed as follows:

Type of operation	Number of schools, 1961	Number of pupils			Increase
		1961	1962	1963	
Nonreservation schools	15	11,556	12,222	12,350	128
Reservation schools	62	14,421	15,613	18,013	2,400
Dormitory only operations	19	3,953	3,730	3,730	----------
Total	96	29,930	31,565	34,093	2,528

(2) Day schools: This subactivity is analyzed as follows:

Type of day operation	1961			1962		1963, number of units	Increase, number of units
	Number of schools	Number of units	Number of pupils	Number of units	Number of pupils		
Regular classroom	170	532	14,741	551	16,600	591	40
Instructional aid classroom	4	4	125	5	150	5	----------
Navajo trailer schools	14	21	541	22	530	22	----------
Hospital classrooms	5	9	345	8	300	8	----------
Total	193	566	15,752	586	17,580	626	40

(3) Special services: (*a*) Program direction: This item provides for the salaries and expenses of the education employees rendering field supervisory service as well as the education personnel in the central office. These education specialists plan the overall academic and vocational program for Federal Indian schools and in cooperation with State and local officials develop plans for increased enrollment of Indian pupils in the public school system.

(*b*) Museum: The item provides for the operation of the Blackfeet Museum at Browning, Mont.

(*c*) Alaska and Navajo off-reservation transportation: The item provides for plane, bus, and rail fares and incidental expenses of transporting pupils in Alaska and on the Navajo Reservation from their homes to and from off-reservation schools.

(*c*) *Adult education and training program*

The estimate of $6,434,000 is an increase of $1,560,545 over 1962.

Need for increase.—The increase of $1,560,545 consists of—

(1) $304,400 in adult education to provide 32 additional on-reservation units in 9 areas in 1963. Although the program has been provided only on request by Indian groups, the Bureau has never kept current with demands.

(2) $1,256,145 in adult vocational training to provide funds to serve the large number of applicants that could not be entered into training because of insufficient funds under the former limitation of $3,500,000. There are approximately 1,200 applicants on record and awaiting entrance into training. In addition, field staffs estimate that they expect 3,450 new applicants to apply for this service if funds are available.

Plan of work.—The item covers subactivities as follows:

Program	1961	1962	1963	Increase
(1) Adult education	$577,833	$530,000	$934,400	+$304,400
(2) Adult vocational training	3,440,276	4,243,855	5,500,000	+1,256,145
Total	4,018,109	4,873,855	6,434,400	+1,560,545

(1) Adult education: This program offers general education instruction to adults where the need is especially acute because the Indians have missed the advantage of education in their youth. It provides a type of training which meets the needs and abilities of the individual Indians involved, to help them earn a livelihood, conduct their own affairs, and assume responsibilities as citizens. The program ranges in nature from instruction in basic numerical and English

language skills to continuation of elementary and high school education, improvement of employment opportunities, strengthening of home and family life, and greater civic participation. By such means, the educational cultural gap between Indians and non-Indians may be closed and Indian adults may be enabled to enjoy the benefits which most Americans take for granted.

(2) Adult vocational training: Institutional training—With $5,500,000 available for adult vocational training, service can be provided to 1,200 institutional training units who are expected to be in training at the end of fiscal year 1962 and who will carry over into fiscal year 1963. In addition, these funds will enable 700 new institutional enrollees to start training during the year, providing a total service program to 1,900 units during the year.

On-the-job training—Of the $5,500,000 available for adult vocational training, $600,000 will be used to provide on-the-job-training for 1,000 units in plants established on or near the reservation areas through the Bureau's industrial development program.

2. Welfare and guidance services

Subactivity	Case-load	Amount available, 1961	Case-load	Amount available, 1962	Case-load	Estimate, 1963	Increase	
							Case-load	Amount
(a) General assistance	12,749	$3,694,272	14,200	$4,347,600	14,820	$4,801,600	+620	+$454,000
(b) Other welfare assistance		1,323,795		1,853,200		1,993,200		+140,000
(1) Child welfare	2,300	(1,280,820)	2,700	(1,806,640)	2,780	(1,928,290)	+80	+(121,650)
(2) Miscellaneous assistance		(42,975)		(46,560)		(64,910)		+(18,350)
(c) Social services		1,841,221		2,178,326		2,553,200		+374,874
Total		6,859,288		8,379,126		9,348,000		+968,874

(a) *General assistance*

The estimate of $4,801,600 is an increase of $454,000 over 1962.

Need for increase.—It is estimated that the average monthly caseload will increase from 14,200 persons in 1962 to 14,820 persons in 1963, with a range, in a seasonal pattern, from approximately 9,840 persons per month to approximately 22,000 persons per month. There is a continuing decrease in employment opportunities for unskilled labor and this trend is expected to continue. Many unskilled Indians accustomed to seasonal agricultural work find it difficult to adjust to other employment. Resident populations are increasing despite outmigration. It is expected also that it will be necessary to provide assistance for additional Indians on certain reservations who are now being assisted by tribal funds, but which funds are expected to be inadequate for this purpose. Assistance grants continue to increase gradually reflecting increased living costs and some improvements in living standards. The increase in general assistance funds for 1963 will raise the average monthly grant to approximately $27, per person.

(b) *Other welfare assistance*

The estimate of $1,993,200 is an increase of $140,000 over 1962.

(1) *Child welfare.*—The estimate of $1,928,290 is an increase of $121,650 over 1962.

Need for increase: The increase will provide for institutional or foster home care, for all or part of the year, for an additional 80 children, and for the increased costs of institutional and foster home care for other children now being provided for. The number of neglected, dependent, and handicapped children coming to the Bureau's attention continues to increase, due largely to better case finding and greater awareness of the Bureau's child welfare services by tribal officials and individual Indians. It will be necessary also for the Bureau to provide for foster care for Indian children in certain additional States because of unavailability of or recognized inadequacies of State services.

Plan of work: Child welfare services will be provided for Indian children on reservations when such services are not available from established child welfare agencies, including arrangements for the protection and care of dependent or neglected children, planning for adoption, and securing appropriate institutional care.

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(2) *Miscellaneous assistance.*—The estimate of $64,910 is an increase of $18,350.

Need for increase: This estimate provides funds necessary to meet costs of burials and miscellaneous assistance costs not provided for otherwise.

(c) *Social services*

The estimate of $2,553,200 is an increase of $374,874 over 1962.

Need for increase.—The increase will provide for an additional 48 positions (26 social workers, 22 clerical employees) and for increased costs for travel and other administrative expense, including equipment. The Bureau's welfare program is called upon increasingly to provide social services, not only in connection with administering financial assistance, but also services not directly related to financial assistance, for Indian families and children who are unable to cope with the problems confronting them. Such services are necessary to avoid further demoralization and to promote progress toward independence. The additional positions are necessary: to administer properly the increased assistance program without promoting dependency, to provide more adequate attention and services for the needs of dependent, neglected, and handicapped children; to meet the increased requests for consultation from tribal courts and judges in connection with social problems brought before the courts; to provide more adequately guidance and counseling to families and children regarding serious social problems, and counsel and supervision when necessary over expenditure of funds belonging to minors and to adults determined to be in need of assistance in managing their affairs.

3. Relocation services

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Relocation services	$2,889,451	$2,815,000	$2,815,000	

The estimate for this activity for 1963 is $2,815,000, the same as for fiscal year 1962.

Plan of work.—This item provides for service and financial assistance to 4,000 persons (2,000 units) to relocate and accept employment in industrial areas where field relocation offices have been established. It will also provide funds to assist 550 persons (275 units) to obtain direct employment within their State of residence near the reservation on which they now reside.

4. Maintaining law and order

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Maintaining law and order	$1,275,343	$1,649,000	$2,295,000	+$646,000

The estimate for this activity for 1963 is $2,295,000, an increase of $646,000.

Need for increase.—An increase of $646,000 is requested to enable the Bureau to assume its responsibility for the prevention and enforcement programs on Indian reservations within its law and order jurisdiction. Some staff is required to discuss with tribes and States the assumption on a piecemeal basis of law and order functions as suggested in the task force report. Also in a few places where law and order staffs were withdrawn, some staffs will be used to reestablish working relationships by the tribes and local law and order enforcement organizations. A total of 95 new positions will be required, which will include the necessary enforcement, judicial, prevention, juvenile, and clerical staff. In addition, the increase includes funds for operation of municipal centers, care and feeding additional prisoner loads, purchase, repair and operation of necessary motor vehicles, and the attendent increased administrative services.

Plan of work.—The Congress of the United States has enacted legislation (67 Stat. 588) investing several States with jurisdiction including a clause enabling any State to assume jurisdiction provided the necessary State legislation is enacted to implement the Federal law. A number of States have not taken the necessary action to enable them to assume jurisdiction on Indian reservations.

Generally, therefore, the States lack jurisdiction to prosecute Indians for offenses committed on their reservations. Federal laws are limited in their application to Indians, as they are generally limited to major offenses.

The great field of crime, outside of the few major offenses, is within the jurisdiction of Indian tribes themselves. Many tribes have acted to establish codes of laws to regulate the conduct of tribal members but they are generally unable financially to carry on an adequate law enforcement program. In many other instances where there are no tribal laws, the law and order regulations of the Department of the Interior are the sole basis for maintaining law and order on the reservation.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$66,091,573	$71,781,738	$82,827,000	+$11,045,262
Transferred to GSA (75 Stat. 353)		46,303		−46,303
Contract authorization (48 U.S.C. 50d-1)	−541,959	−620,000	−620,000	
Applied to contract authorization (48 U.S.C. 50d-1)	+469,772	+541,959	+620,000	+78,041
Unobligated balance lapsing	421,614			
Appropriation	66,441,000	71,750,000	82,827,000	+11,077,000
Obligations by objects:				
11 Personnel compensation	34,510,291	35,799,487	39,117,547	+3,318,060
12 Personnel benefits	2,404,528	2,574,090	2,841,443	+267,353
21 Travel and transportation of persons	1,621,250	2,365,339	3,178,339	+813,000
22 Transportation of things	964,409	1,114,830	1,212,830	+98,000
23 Rent, communications, and utilities	1,348,138	1,412,489	1,697,489	+285,000
24 Printing and reproduction	29,535	32,050	32,050	
25 Other services	3,194,228	2,618,340	3,039,540	+421,200
Services of other agencies	604,322	670,200	293,200	−377,000
26 Supplies and materials	9,831,205	10,117,027	12,902,676	+2,785,649
31 Equipment	818,391	841,389	1,458,389	+617,000
32 Lands and structures	5,389			
41 Grants, subsidies, and contributions	11,859,028	15,337,875	18,154,875	+2,817,000
42 Insurance claims and indemnities	6,874			
Subtotal	67,197,588	72,883,116	83,928,378	+11,045,262
Deduct quarters and subsistence charges	1,106,015	1,101,378	1,101,378	
Total obligations	66,091,573	71,781,738	82,827,000	+11,045,262

PREPARED STATEMENT

Chairman HAYDEN. You may proceed with your statement.

Mr. NASH. Yes, sir. Mr. Chairman, I am Philleo Nash, Commissioner of Indian Affairs. We have prepared a statement for the record which has already been submitted and which is, I think, too long to take up your time.

Chairman HAYDEN. You may highlight your statement.

(The statement referred to follows:)

STATEMENT OF PHILLEO NASH, COMMISSIONER OF INDIAN AFFAIRS

Mr. Chairman and members of the committee, I appreciate the opportunity to present to you the request of the Bureau of Indian Affairs for appropriations for fiscal year 1963 and to comment briefly on the major programs for which we are seeking funds.

I have been Commissioner for only 6 months so that I am still orienting myself to the widely varied activities of the Bureau of Indian Affairs. The details of our operations are extensive and I have brought more than the usual number of branch chiefs and division heads, who will explain better than I the fiscal affairs of the Indian Bureau.

The budget before you was prepared largely by my predecessors; but it was modified after I became Commissioner so as to provide for greater emphasis on programs of resource and human development as proposed by the Secretary's Task Force on Indian Affairs, of which I was a member.

We are asking for fiscal year 1963 the sum of $197,381,000. This is an increase of $33,139,348 over the adjusted appropriation of $164,241,652 for fiscal year 1962

This is not only a large sum of money, it is a substantial increase over the previous fiscal year. Let me say at the outset that the increase consists primarily of additional amounts for the education of Indian children. We are asking for an increase of $14.6 million to build classrooms for Indian children who are not able to attend school because no facilities ever have been provided. These classrooms will be built primarily on the Navajo Reservation and in Alaska. This program is intended to bring the Indian School population and classroom facilities into balance by fiscal year 1966, 4 years from next July.

The second biggest increase is also in the field of education and consists of $8.5 million for educational services. Many improvements in our educational system will be possible with this increase; but it provides principally for an increased enrollment of 2,500 pupils in our boarding schools and the operation of 40 additional day school units. The Indian school-age population is increasing by more than 4 percent each year, so we must anticipate increased costs in the operation of our educational system for the foreseeable future.

We are seeking an increase of $1.2 million for the adult vocational training program. The Congress increased the amount authorized for this program last year, and it has been one of our most successful programs of human development.

Welfare and guidance services and improved law enforcement will be possible with proposed increases of $0.9 and $0.6 million, respectively.

We are requesting an increase of $2 million for economic development. This will enable us to reactivate the division of economic development which was formerly a staff division in the Washington office. We propose to recreate this division in such form as to provide direct service to the Indians on the reservation so as to make better use of their natural resources, to attract industry, to stimulate employment, and raise the standard of living.

We are combining with this a request to appropriate $4 million for the revolving loan fund. This is the same amount as was appropriated in fiscal year 1962 and will leave a balance of $2 million of the amount authorized by the Congress for this purpose. This fund is highly important to our economic development program. The tribes use the revolving loan fund for tribal enterprise and for relending to their members. The repayment rate is excellent. As Indian tribes and individuals become accustomed to the use of Government credit for business purposes, they also increase their use of credit from private lending agencies. The general effect is to stimulate Indian participation in the economic life of the communities of which they are a part.

We are also asking for an increase of $1 million for the repair and maintenance of buildings and utilities. The concentration of our building effort on school facilities for Indian children has caused us to neglect the construction of much needed other type facilities in our field installations. Consequently, the cost of repair and maintenance increases as the rate of obsolescence rises. Eventually the cost of repair will reach a level that is so uneconomical that we will have to turn to construction or abandonment.

We are also asking for an increase of $1 million to liquidate obligations incurred under contract authority for road construction. Modernization of the road system on the reservations is essential both to the proper development of natural resources and to the education of Indian children. As we build schools in isolated areas it is necessary at the same time to construct access roads. It is also important that the road systems of the reservations should tie in with the Federal-State highway system. This year will see the completion of Routes 1 and 3 of the Navajo-Hopi system.

All other increases are for sums of less than a million dollars. The items I have enumerated and the programs I have described account for $29.8 million of the increase. I will leave the details of the individual appropriation items and their justification to my associates who are with me today.

With your permission I should like to review for the record at this point a tabulation of the appropriations we are requesting for fiscal year 1963 analyzed by the broad categories of service we expect to perform.

Bureau of Indian Affairs appropriation request, fiscal year 1963, by programs

[Dollars in millions]

Programs	Requests	Percent
Community services	$142.9	72.4
Resources management	42.1	21.3
Economic development	8.0	4.1
General administration	4.3	[1] 2.2
Total	197.3	100.0

[1] Excludes $3,000,000 representing the share of administrative costs allocated to participating program activities.
(Total administrative expense (requests) $7,300,000; 3.7 percent.)

With your permission, I should now like to comment briefly on the general purposes for which we are seeking these funds and the need for strengthening certain of our programs. The long-range objectives of the Bureau of Indian Affairs are restated from time to time as new Commissioners take office. During my administration we hope to concentrate primarily on economic development. The task force proposed, and the Secretary of the Interior has accepted, the general outlines of our report which emphasized three goals:

1. Maximum Indian economic self-sufficiency.
2. Full participation of Indians in American life.
3. Equal citizenship privileges and responsibilities for Indians.

To reach these goals we rely on programs of classroom education, of practical training, and of individual and group development. Some Indian people have had the opportunity of early education in a school environment, but others have not been so fortunate. They must depend upon social services, adult education, vocational training, and community living for their personal development. Parents who are not aware of the values of education or who do not themselves have family stability, cannot, alone and unaided, bring up children with the personality and character we desire for all Americans. Where stable family life does not exist a tragic cycle of dependency begins: First, a premature dropout from school; next, unemployment because of a lack of vocational skill; third, a new welfare client; fourth, lowered morale, and the personal and family disorganization which go with it; fifth, a home environment again unsuitable for the rearing of children. As long as these realities exist we have no alternative to the allocation of large portions of our budget to programs designed for maximum education, training, and development opportunities to Indian children during their youth; and to reach out even further to meet the basic needs for counseling and education of adults who have lacked opportunity during their own youth.

For these reasons of our total requested budget of $197.3 million, $82.8 million is for the programs I have just described. In addition, $50.5 million and $9.6 million are needed, principally for school construction and for the repair and maintenance of schools.

All these items, taken together represent 72 percent of our total budget, and it is this portion that deals primarily with the existing human potential of all ages. Over 62 percent of the total budget is required for the support of programs directly related to the education of Indian children.

These are not small sums, but the problem is very large. I would also point out, as, perhaps, my predecessors have done before me, that these sums must be spent by some unit of government in accord with our established American principle that every child is entitled to education at public expense, regardless of where he lives, no matter how remote or isolated his home. Since education is largely a local matter, it is apparent that the 62 percent of our total budget which is used primarily to support programs directly relating to the education of Indian children is a direct assistance to the States, to the school districts, and to the units of local government would otherwise be obliged to spend these same sums for the same purposes.

The outmigration from the reservations has reached substantial proportions. The census of 1960 showed approximately 360,000 Indians living on reservations but another 160,000 Indians not living on reservations. It is apparent that relocation alone, whether voluntary or assisted, will not in itself relieve the pressure on the reservations. Nearly half as many Indians are living off reservations as on them; yet our reservation population is increasing and is doing so at a faster rate than the population of the country as a whole.

Education without economic opportunity is a mockery. The present adult Indian population is sorely in need of further development. The reservation children now in Government schools, mission schools, and in public schools will need massive development of the natural resources on their reservations if they are not to live out their lives in poverty and idleness.

Fortunately, we have enough experience with economic development on Indian reservations to know that such conditions are not necessary. The cattle enterprise of the Florida Seminoles, the recreation enterprises at the Eastern Cherokee Reservation in North Carolina and among the White Mountain Apaches in Arizona; the successful handling of the Osage oil and gas resource; the fishing tackle factory at the Pine Ridge Reservation in South Dakota; and the recent tribal development programs of the Navajos and other tribes in the Four Corners area, all point to a way out for those Indians who wish to remain on reservations.

With technical assistance from the Bureau, cooperation with private industry, investment money, stable tribal government, good relations with the surrounding community, and above all, the determination to use their own resources to advance their own standard of living, a measure of success has been achieved in every part of the country among many different tribes under widely varying conditions.

Development of the full economic potential of the reservation has two facets. One is the proper management of land, timber, water, range, livestock, minerals, and other resources. The Bureau of Indian Affairs as trustee has the responsibility for seeing to it that these Indian-owned natural resources are prudently managed so as to generate income.

As a branch of the Department of Government principally concerned with conservation, this Bureau has an added responsibility to see to it that these resources are utilized with due regard for coming generations and the Nation's future. The Bureau of Indian Affairs is proud of its record in this respect. The very first irrigation project in the United States was an Indian project. It was begun in 1867 on the lower Colorado River. But, to our regret, this and other projects in succeeding years have never been completed in the sense that all usable land has been subjugated and all available water has been put to use.

Our programs for the long-range improvement of natural resources on the reservation, their management for income producing purposes, their protection from fire, drought, and disease, together with the construction and maintenance of roads and irrigation systems will total $42.1 million if the present request is granted. This, as indicated in the table above represents 21.3 percent of our total requested appropriation.

The other facet of our activity by which we hope to move toward the long-range objectives of the Bureau is a program of economic development. By this, we mean full use of all the resources of a given reservation for maximum productivity. In the West, outside the Indian reservations, a hundred years and more have brought together land, people, and capital to make effective contributions to the national welfare, bringing a high standard of living to the whole area. It is in the sense that this process is only beginning, or has never taken place at all, that Indian reservations are largely undeveloped. In this respect they resemble underdeveloped countries elsewhere in the world.

Such economic development as has already taken place tends to be rather one sided. Until recently the trust status of Indian lands has prevented the Indians from obtaining credit with which to develop them. Lands are leased which could be more profitably operated by the Indians themselves and so the full income potential is not realized to the Indians. Since 1867, not one irrigation project has ever been completed. With few exceptions the possibility of tourism is untapped. Small commercial enterprise and service establishments are nonexistent, or feebly developed.

Over the years the Bureau of Indian Affairs has struggled to fill the economic gap. We have brought much technical skill and small amounts of credit to the reservations; but frontier conditions still prevail with respect to transportation; communications; housing; availability of power; and the supply of community domestic and industrial water.

The standard of living on Indian reservations is not likely to be significantly improved until these conditions have been corrected. To take the first step is the purpose of the proposed Division of Economic Development.

There is a growing awareness among Indians themselves of the economic potential in the fuller use by themselves of their own resources. Increasingly tribal councils are seeking assistance for tribal enterprise or for credit to aid individual enterprise. Recreation, tourist attraction, native arts and crafts, land consolidation and industrial development are the programs that seem especially

attractive to them. They are also showing intense interest in housing, particularly in the low rent public housing. For the next few years we plan to offer maximum encouragement to the tribes' interest in economic development. The programs we propose to emphasize are those of vocational training, industrial development, credit, arts and crafts, the tourist industry, and housing. To meet the demands of these programs many of the tribal governments will need to be strengthened with respect to their organization, constitution, and bylaws. Research and planning are essential to success in the economic development field and much counseling and assistance needs to be given to both individuals and tribal governments. At the focus of the new Division's attention will be reservation development programs formulated by the tribes themselves to be implemented by them with our technical assistance. The combined programs of credit, industrial development, tribal affairs, and economic analysis which we are reconstituting as the Division of Economic Development is estimated at $4 million or 2.1 percent of the total sum we are now seeking. Of this amount $2.1 million is new money; the balance is provided for in existing resource programs. The new money will enable the services of credit, tribal affairs, and business counseling to be supplied directly to the reservations where the need is greatest.

To guide these programs we are seeking a modest increase in general administrative expense of $450,000. Our present general administrative expense is approximately 2½ percent of our total budget. The proposed general administrative budget would be 2¼ percent of the total sum we are now requesting. Additional administrative costs are carried by the program appropriations to the extent of $3 million, making our overall administrative cost $7.4 million, or 3.7 percent of the total.

During the trips of the task force in the Indian country and my own travels before I became Commissioner, I was greatly impressed by the evidence of effectiveness of the management training program. It is quite clear that those superintendents who have had the good fortune to come through such training programs are better equipped in overall planning, in their awareness of programs, in their ability to work with the tribal councils, and in their understanding of the general function of the superintendent. The increase in general administrative expenses will provide for a small expansion of our management training program which I mention, not because of its size, but because of its importance to the general administration of the Bureau.

In conclusion I would like to tell the committee that during the past year as a member of the task force and later as Commissioner I have found a Bureau which consists in the main of capable and dedicated technical experts. It has a long and honorable history that goes back before the Republic itself. In recent years its morale has suffered because of uncertainties as to the direction its affairs were to take. The goals proposed by the task force are goals the Indian people themselves helped to formulate. In the ensuing months they were very carefully checked out with the Bureau itself. They are supported and endorsed by most of the Bureau personnel. With this new sense of direction and improved morale it is my belief that the Bureau can move ahead with increased efficiency, effectiveness in service, and improved performance of its true function: guided acculturation looking toward the integration of Indian communities in the larger society that is America.

General Statement

Mr. Nash. If I may, I will highlight it and read a few selected paragraphs.

Chairman Hayden. All right.

Mr. Nash. Mr. Chairman, first may I say on behalf of myself and my associates that we are very appreciative of the opportunity to present to you the request of the Bureau of Indian Affairs for appropriations for fiscal 1963 and have the opportunity to comment briefly on the major programs for which we are seeking funds.

AMOUNTS REQUESTED

We are asking, Mr. Chairman, for fiscal year 1963, the sum of $197,381,000, an increase of $33,139,348 over the adjusted appropriations of $164,241,652 for fiscal year 1962.

We are very well aware of the fact, Mr. Chairman, that this is a large sum of money and is a substantial increase over the previous fiscal year. This is fundamentally, sir, an increase which is based on programs of education and of expanded economic development in order that the American Indian population may take its rightful place in our American society.

BROAD PROGRAM ANALYSIS

We have prepared as part of our submission an analysis of the broad programs for which we are seeking appropriations.

Thus, the community services programs taken in their entirety, such as the education of children, the operation of Federal schools, the use of Johnson-O'Malley funds, the construction of schools for children for whom there are no facilities at the present time, total $142,900,000, or 72 percent of the total sum which we are asking.

In the resources management field, which includes the management of the Indian estate: their irrigation, their forestry, the industrial development program, looking toward the wage employment of Indians on reservations, and many other programs, which will, if they are effective, increase the Indian standard of living and increase the productivity of Indian resources; a total of $42.1 million, or 21.3 percent of the total.

For our new programs of economic development providing credit and assistance at the reservation levels in the fields of industrial and resource development, we are seeking $8 million, or 4.1 percent of the total.

ADMINISTRATIVE EXPENSES

Our overall administrative expenses in the general administrative account are only 2.2 percent of the total

We are asking for an additional $3 million to come out of program money for the cost of administering the programs; but even including these amounts our administrative expense will still be only 3.7 percent of the total that we ask.

Mr. Chairman, with your permission I should like to comment briefly on the general purposes for which we are seeking these funds and the need for strengthening certain of our programs.

LONG-RANGE OBJECTIVES

The long-range objectives of the Bureau of Indian Affairs are restated from time to time as new Commissioners take office, and there have been a great many during your long tenure, sir.

During my administration we hope to concentrate primarily on economic development. The task force proposed, and the Secretary of the Interior last year accepted, the general outlines of our report which emphasized three goals: First, maximum Indian economic self-sufficiency; second, full participation of Indians in American life; and, third, equal citizenship privileges and responsibilities for Indians.

To reach these goals, we rely on programs of classroom education, of practical training, and of individual and group development. Some Indian people have had the opportunity of early education in a school environment, but others have not been so fortunate. They must

depend upon social services, upon adult education, upon vocational training, and improved community living for their personal development.

SCHOOL ATTENDANCE

Chairman HAYDEN. As to the future, is it going to be possible for every Indian child that becomes of school age to go to school?

Mr. NASH. In the near future, but not in this year. The money that we are asking now for construction will, we believe, if all our estimates are accurate, bring the school age population seeking education and the school facilities into balance in fiscal year 1966.

We are attempting, if I may say so, to be more conservative in our estimate than in the past because we think there is some hope and optimism that was expressed in those predictions that we do not feel.

The Indian population is increasing very rapidly, and the improved health services are giving babies a chance to live who, in the short space of 6 years, present themselves at school for elementary education, and this is why our very large construction program does not immediately and automatically catch up with our backlog.

NEED FOR MAXIMUM EDUCATION PROGRAMS

Parents who are not aware of the values of education, or who do not themselves have family stability cannot, alone and unaided, bring up children with the personality and character we desire for all Americans. Where stable family life does not exist, a tragic cycle of dependency begins: First, premature dropout from school; next, unemployment because of a lack of vocational skill; third, a new welfare client; fourth, lower morale, and the personal and family disorganization that go with it; fifth, a home environment again unsuitable for the rearing of children.

As long as these realities exist, Mr. Chairman, we have no alternative to the allocation of large portions of our budget to programs designed for maximum education, training, and development opportunities to Indian children during their youth; and to reach out even further to meet the basic needs for counseling and education of adults who themselves lacked opportunity during their youth.

BREAKDOWN OF BUDGET REQUESTS

For these reasons, of our total requested budget of $197.3 million, $82.8 million is for the programs I have just described; plus $50.5 million and $9.6 million, principally for school construction and for the repair and maintenance of unsafe and unsanitary school facilities which are already in existence.

All these items, sir, taken together, represent 72 percent of our total budget, and it is this portion that deals primarily with the existing human potential of all ages. Of this amount, 62 percent of the total budget that we ask is required for the support of programs directly related to the formal education of Indian children.

These are not small problems and the sums are not small. I would point out, as I am sure my predecessors have done before me, that these sums must be spent by some unit of government in accord with our established American principle that every child is entitled to education at public expense, regardless of where he lives, no matter

how remote or how isolated his home; and since education is largely a local matter, it is apparent that the 62 percent of our total budget which is used primarily to support programs for the education of Indian children is in fact a direct assistance to the States, to the school districts, and to the units of local government which would otherwise be obliged to spend these same sums for the same purposes.

Mr. Chairman, education without economic opportunity is a mockery. The present adult Indian population is sorely in need of further development. The reservation children now in government schools, in mission schools, and in public schools will need massive development of the natural resources on their reservations if they are not to live out their lives in poverty and idleness.

Our programs for the long-range improvement of natural resources on the reservation, their management for income-producing purposes, their protection from fire, from drought, and disease, together with the construction and maintenance of roads and irrigation systems, will total $42.1 million if the present request is granted; and, as indicated in the table I cited above, this would be 21.3 percent of our total request.

The other facet of our activity by which we hope to move toward the long-range objectives of the Bureau is a program of economic development. By this we mean the full use of all the resources of a given reservation for maximum productivity.

DEVELOPMENT OF RESERVATION ECONOMIC POTENTIAL

In the West, outside the Indian reservations, the West with which you, sir, have been very closely connected in its development, a hundred years and more have brought together land, people, and capital to make effective contributions to the national welfare and bringing an ever-higher standard of living to the entire area.

In this sense the process on Indian reservations is only beginning, or has never taken place at all, and thus Indian reservations to a large extent remain undeveloped, and in this respect they resemble underdeveloped areas elsewhere in the world.

I am happy to report that there is a growing awareness among Indians themselves of the economic potential in the fuller use by themselves of their own resources. Increasingly, tribal counsels are seeking assistance for tribal enterprise or for credit to aid individual enterprise.

Recreation, tourist attractions, native arts and crafts, land consolidation, and industrial development are the programs that seem especially attractive to them. They are also showing intense interest in housing, particularly in low-rent public housing.

ENCOURAGEMENT TO TRIBAL GROUPS

For the next few years we plan to offer maximum encouragement to the tribes' own interest in economic development. The programs we should should like to emphasize are those of vocational training, of industrial development, of credit, of arts and crafts, of the tourist industry, and housing.

To meet the demands of these programs many of the tribal governments will need to be strengthened with respect to their organization, their constitutions, and their bylaws. Furthermore, research and planning are essential to success in the economic development field

and much counseling and much assistance needs to be given to both individuals and tribal governments.

TRIBAL RESERVATION DEVELOPMENT PROGRAMS

At the focus of the attention of the new division which we are proposing to create will be reservation development programs formulated by the tribes themselves to be implemented by them with our technical assistance. The combined programs of credit, industrial development, tribal affairs, and economic analysis which we are proposing to reconstitute as the Division of Economic Development are estimated at $4 million or 2.1 percent of the total sum we are now seeking.

Of this amount, $2.1 million is new money and the balance is provided for in existing resource programs. The new money will enable the services of credit, of tribal affairs, and business counseling to be supplied directly to the reservations where the need is greatest.

In conclusion, Mr. Chairman, I would like to tell the committee that during the past year as a member of the task force, and later as Commissioner, I have found a Bureau which consists of dedicated technical experts. It has a long and honorable history that goes back before the Republic, itself.

In recent years its morale has suffered because of uncertainties as to the direction its affairs were to take. The goals proposed by the task force are goals the Indian people themselves helped to formulate. In the ensuing months they were very carefully checked out with the Bureau itself. These goals are supported and endorsed by most of the Bureau personnel.

With this new sense of direction and improved morale, it is my belief that the Bureau of Indian Affairs can move ahead with increased efficiency, effectiveness in service, and improved performance in the exercise of its true function: guided acculturation looking toward the integration of Indian communities in the larger society that is America.

That completes my highlight statement, Mr. Chairman.

Chairman HAYDEN. I wish you well in your planning.

Mr. NASH. Thank you, sir.

JOHNSON-O'MALLEY CONTRACTS FOR OFF-RESERVATION SCHOOLS

Chairman HAYDEN. In your Johnson-O'Malley contracts for education of Indian children in off-reservation public schools, who determines the per capita costs which your justifications state are paid? Do you accept the per capita cost figure set forth by the State educational agency?

Mr. NASH. I would like to answer that generally, Mr. Chairman, and then ask our experts here to answer in detail. Our Johnson-O'Malley contracts are not on a per capita basis but are worked out by negotiations in a separate contract with each State, in which the purpose of the Johnson-O'Malley authority, as provided in the act that created it, is to supplement the States' ability to meet their responsibilities for the education of all children, so that in each State there is a different basis and it is negotiated between the States and a representative of our office.

Chairman HAYDEN. No two of them are exactly alike?

Mr. NASH. No, sir.

NON-INDIAN CHILDREN IN INDIAN SCHOOLS

Chairman HAYDEN. Are federally constructed and operated Indian schools on Indian reservations available for the education of non-Indian children, either the children of Government employees, or other children who may be in the area?

Mr. NASH. Here, again, I would like to ask others to reply in detail. We have no policy which requires that these schools only be open to Indian children. Mrs. Thompson, do you care to enlarge on that?

Mrs. THOMPSON. Mr. Chairman, if there is no other school available to the non-Indian children, they may attend a Federal school with a payment of tuition. In some areas, in the Dakotas, for example, the Federal Government and the local public schools operate what is called a merged school; in other words, they consolidate their staff and their funds and operate as one single school, so it is in effect a public school and a Federal school operating as one.

Chairman HAYDEN. Which is the best way to do it?

Mrs. THOMPSON. Well, different States feel differently about it. In the Dakotas by State law they are permitted this kind of an operation. Because of the number of Indian children in the community and the relatively few non-Indian children, they wanted the Federal Government to operate the schools and they would make their share of the contribution in that way.

Chairman HAYDEN. Have the Bureau of Indian Affairs and the State of Arizona agreed on criteria to be applied in determining availability of Johnson-O'Malley funds to Arizona in fiscal year 1963?

Mrs. THOMPSON. Mr. Chairman, we have been working with the State of Arizona, as you know, over a long period of time. We have worked with them to try to get a satisfactory State plan which would be the basis for the contract in Arizona. At this point we feel that we have reached an area of agreement on an interim plan that the State authorities have agreed will operate in their State and we have agreed will operate, and it will be tried out this coming year.

SCHOOL FUNDS FOR ARIZONA

Chairman HAYDEN. What is the amount of funds to be allocated to Arizona?

Mrs. THOMPSON. $2,397,000 are provided for in this budget. Now, of course in all States these funds may be adjusted at contracting time in terms of what the plans require, and the number of children, and the needs, and so on at that time.

Chairman HAYDEN. I ask these questions because there was some issue raised in the State legislature with regard to whether the State was paying more than its share. I suppose that this matter has been considered.

Mrs. THOMPSON. I think, Mr. Chairman, we have an area of agreement now. One of the major problems in Arizona is the high cost districts on Indian reservations, and the only three funds primarily that apply are: the State aids, the 874 funds, and the Bureau fund; and the needs are great in those districts.

There is not the usual procedure in governing budgets; in other words, taxpayer control on the budget, so the problem is to get an understanding of just what is reasonable in terms of school programs

and the related costs in those districts; but I really believe that we have over a period of 3 or 4 years through consultation and negotiations with them come to an area of agreement now that will allow us to go forward. At least I hope so.

CONTRACT AGREEMENT NEAR

Mr. NASH. It was reported to me, Mr. Chairman, that on about the 15th of December our representative who works with the States on the Johnson-O'Malley contracts reported a very favorable and friendly settlement of the issues between the State of Arizona and the Bureau of Indian Affairs.

I was greatly encouraged by that statement. I wanted to be certain that that was entered in the record.

GRADE 9 TEACHING POSITIONS

Chairman HAYDEN. I notice you ask for funds for some grade 9 teaching positions. Would you please explain the need for these funds? What is your present highest grade level for teachers?

Mrs. THOMPSON. Mr. Chairman, our present highest grade level is a grade 7. This grade 9 which is provided for now in the civil service standards will permit those teachers who have reached a level of excellence that is above the average performance of teachers to receive merit pay for that excellence, so that they can stay in the teaching profession, rather than going in some other direction for an increase in salary.

Sometimes teachers are promoted to small administrative jobs and start going the administrative way, when they would rather stay in the teaching field and are much better suited for the teaching field than the administrative field, and this allows some recognition of that kind of teaching performance.

NEW DORMITORIES AT CONCHO, OKLA.

Chairman HAYDEN. You are asking for funds for two new cottage-type dormitories in Oklahoma. Is there a school there now, or is this for additional space?

Mr. NASH. May I address myself to that, Mr. Chairman?

Chairman HAYDEN. Yes.

Mr. NASH. We have been very much distressed over the years by the difference between the dropout rate among Indian children in high schools and the dropout rate generally. Our dropout rate is around 60 percent, as compared with about 40 percent for high school students generally; so we are very anxious to begin a research and study program that would give us some understanding of the causes of this excessive dropout so that we might begin to correct it.

If I understand your question correctly, it relates to the proposed facilities where we will study the question of educational dropouts, high school dropouts.

Chairman HAYDEN. You think the establishment of these cottage-type dormitories will be helpful in that regard?

Mr. NASH. This is the one at Concho, Okla., is it not?

Mrs. THOMPSON. This is the Concho, Okla., school, and these are two cottage-type dormitories that were built just before the war when

the intention was to replace this whole school. The school was never replaced. These dormitories are about a mile from any other installation and they are separate units and for the last 3 or 4 years they have been vacant.

We will merely reactivate those two dormitories and use them for this purpose.

TEACHER ORIENTATION AND INSERVICE TRAINING

Chairman HAYDEN. What will be your program if you receive the funds you are asking for orientation and inservice training for teachers?

Mr. NASH. Mrs. Thompson?

Mrs. THOMPSON. Our teacher turnover, Mr. Chairman, is higher than the average teacher turnover in the country. I think that is understandable because many of our teachers have never dealt with the problem of teaching bilingual children before they meet the children.

Chairman HAYDEN. Also they are in out-of-way places.

Mrs. THOMPSON. And isolation is also a factor. We have carried on locally limited orientation that we feel has really paid off. This will provide us with an opportunity to give orientation for all new teachers who come in and in that group we will find some, say, within 2 weeks' time, we know will have the security and confidence with which under supervision they can go on to the job.

There will be others who perhaps we will have to work with longer in order to develop the understanding of the cultural differences that they will have to deal with and the language problem, so this would permit us to provide for 240 teachers on an average of a month's orientation.

Some will be shorter, some will be longer. However, the average cost would be a little bit over $400 a teacher, and it costs us more than that to recruit and bring teachers in, so if we can reduce teacher turnover, it will pay off in the long run.

GRANTS FOR HIGHER EDUCATION

Chairman HAYDEN. There is a question with regard to the money that is available for grants for higher education. Is it being used to advantage?

Mrs. THOMPSON. Your question is: Is it being used to advantage?

Chairman HAYDEN. Yes.

Mrs. THOMPSON. Very much so, Mr. Chairman.

Chairman HAYDEN. Will you be able to use all you are asking for?

Mrs. THOMPSON. Yes. We are getting a larger number of high school graduates and I think in some of the testimony in prior years we have said that the time would come when we would have more Indian youngsters completing high school and therefore we would have more need for higher education funds.

We are reaching that time and it is going to increase as years go on. This amount that is in here is not all of the funds that go into higher education. The tribes themselves contribute, organizations, and some of the States have State scholarship programs, so the total in all is $1,237,000 that is now going into higher education.

My feeling is by 1970 that perhaps that total ought to be tripled or quadrupled. This will increase our share in that, but even so the Federal share is not nearly the amount that goes into higher education.

TRIBAL CONTRIBUTIONS

Chairman HAYDEN. Who puts up the most? The Federal Government, or the tribes and others?

Mrs. THOMPSON. The tribes themselves. They put up about $750,000.

Mr. NASH. May I comment on that, Mr. Chairman?

Chairman HAYDEN. Yes.

Mr. NASH. Of the $1,200,000 that went into aid for higher education for Indian children last year, the tribes put in more than half again as much as the Federal Government; so that there is actually more Indian money in higher education for Indians than there is Federal money.

OTHER CONTRIBUTIONS

In addition to that, colleges and universities put up some. The churches and foundations put up nearly 25 percent as much as the entire Federal Government. The States put up a very substantial amount themselves, so that the total effort that is going into the higher education of Indian youngsters is very big and the Federal Government's portion of it is only about one-third.

Mrs. THOMPSON. I think this is an interesting fact, too, Mr. Chairman. I was really surprised when we made a study of the dropout of Indian students from colleges to find that it averages only 13 percent per year. I thought it would be higher than 13 percent, because we consider our dropouts in colleges and our dropouts in high school too great, but I do not know what the national average is.

Chairman HAYDEN. I was going to ask what is the national average of dropouts.

Mrs. THOMPSON. I do not know that figure, Mr. Chairman. I will do some investigating.

Chairman HAYDEN. If it is obtainable, I wish you would put it in the record.

Mrs. THOMPSON. I will try to find out.

(The information referred to follows:)

COLLEGE DROPOUTS

Comparable figures are not available. In 1960–61, 13 percent of the Indian college students receiving Bureau grants dropped out during the school year. According to information received informally from the Department of Health, Education, and Welfare, Office of Education, over a period of years approximately 60 percent of the students who enrolled in college graduated; 40 percent dropped out.

SITUATION IN ADULT EDUCATION

Chairman HAYDEN. What is the situation on adult education? I do not mean vocational training, but education for the parents of youngsters now in school, those people who will be remaining on the reservation? Are you doing as much as you should to aid them in this line?

Mr. NASH. Mr. Chairman, we are rather far behind in our program of adult education, because it is one that started rather late. The

older people, who did not have the advantage of formal schooling in their youth, need language training, training in the responsibilities of citizenship. They are now turning more than they used to to the Bureau for help and our present level of adult education activity and the additional activity that we would be able to engage in if we received these 32 additional positions for adult education teachers, would exactly meet the demand for adult education services which is coming from the Indians themselves.

It would seem to me it is important not to get too far out in front of the Indians because then you have a program that they do not really seek, but we are keeping up to what they want to do.

Senator MUNDT. Mr. Chairman, are you talking about adult vocational education?

Chairman HAYDEN. Do you have any questions?

Senator MUNDT. Are you talking about vocational education in that question?

Chairman HAYDEN. No, I was asking a question about adult education.

Senator MUNDT. I have a couple of questions.

Chairman HAYDEN. Go ahead.

VOCATIONAL EDUCATION FOR ADULTS

Senator MUNDT. Mr. Nash, following up that vocational education program for adults, you are requesting $5½ million which is $2 million below the authorized maximum for the program. In my area of the country certainly there has been a great demand for this program which is very popular, and I would be interested in knowing why you have not requested the full amount authorized?

Do you feel that what you have requested will supply all the demand for all the reservations for this kind of program?

Mr. NASH. Let me say, Senator, that my response to the chairman's question related to the adult classroom, not to the adult vocational. Responding to your question, sir, this is the amount for on-the-job training, for the institutional vocational training of eligible adults, that we and the Bureau of the Budget together think can reasonably be absorbed by our organization in the forthcoming 12 months.

The Congress, as you know better than I, authorized an additional amount and made a supplemental appropriation last spring with which we were able to expand our program in time to take advantage of the Wright-McGill interest at Pine Ridge. We are very happy about that. We hope that you are.

Senator MUNDT. It worked out very well, and based on my observation of what happened there and what is developing at McLaughlin factory, I just wanted to be sure that we had adequate funds to meet the needs of the trainees in those areas and also on other reservations with similar opportunities.

I would hate to see this program curtailed by lack of funds. If you have money to meet the needs, fine; but I just wanted to be sure you have the funds.

DEMAND FOR VOCATIONAL TRAINING

Mr. NASH. This is a conservative estimate of what we think we can handle. It is a very popular program. There is a very big back-

log of demand on it. I can assure you that we will find a way to make a wise use of whatever moneys the Congress sees fit to give us.

Senator MUNDT. If I understand, if we use the language the same way, when you say there is a backlog of demand, that would indicate to me that you are not going to have enough money to meet the demand. That is the way I use the phrase. Maybe you use it differently.

AMOUNT OF BACKLOG OF DEMAND

Mr. NASH. This is correct, sir. There will still be unmet demands. The Assistant Commissioner who handles this matter is here today and with your permission I would like to ask her to tell us what the backlog is.

Senator MUNDT. I would like to have it.

Mr. NASH. Would you answer them, please, Miss Gifford?

Miss GIFFORD. I do not know what the present backlog is, Senator Mundt. We got the supplemental and we have started putting as many of them as possible into training. I can give you for the record what the backlog is at the moment, but I do not have the figure in my mind.

Senator MUNDT. Yes; put it in the record.

(The information referred to follows:)

Exact information on the backlog of applicants for adult vocational training under Public Law 959 is not available. Approximately 1 year ago, there was an estimated backlog of 3,450 eligible applicants who would enroll for this training if the opportunity were provided. The supplemental appropriation of $750,000 during fiscal year 1962 enabled us to enroll approximately 400 applicants into institutional and on-the-job training. We now have on hand approximately 500 completed applications for institutional training. Each of these applicants will receive an average of approximately 11 months of training. In addition, at each location where industrial plants provide on-the-job training, there are more applicants for this type of employment than there are jobs available. The total backlog is effected by the several hundred persons who become eligible for this service each year, upon reaching their 18th birthday.

In this program we make every effort to adjust the number of training opportunities and the staff assigned at each training location to fit the number of employment opportunities available upon completion of training. Therefore, although we estimate that there is a backlog of at least 2,500 potential applicants for institutional and on-the-job training, we recommend a gradual increase in this program, resulting in more effective service and less administrative cost.

SUPPORT FOR PROGRAM

Senator MUNDT. I know the chairman is very much interested in this. He has been a knight on the white horse charging down the road to get this program in pretty good shape, and if there is a backlog, old age creeps up on these people before they get trained. If you are ever going to utilize it for specific Indians you have to do it at the time you are still able to utilize their talent.

It is a little different from building quarters for teachers, or new office buildings, or something of that type, because you are dealing with human beings here who get older every year and you lose the opportunity forever if it is not implemented at the right time.

CONTRIBUTION TO TRAINEES' WAGES

Under this phase of the program, and, Mr. Nash, if you have somebody else to answer just tell me, what are the minimum and the

maximum periods for which you contribute to the payment of the trainees' wages?

Mr. NASH. Senator, this is worked out on the basis of an individual contract with each manufacturer who decides to relocate a plant on a reservation. We have no fixed amount. It is negotiated with him in terms of the usual practice in the industry and the capability of the Indians to start with their experience in wage work.

Senator MUNDT. In terms of your plan then, you are fluid enough to adjust it to the need of the particular kind of training; is that right?

Mr. NASH. Yes, sir; very much.

TRAINEE OPPORTUNITY IN PRINTING

Senator MUNDT. The reason I raise that question is this: We have discovered rather recently out in South Dakota a genuine new opportunity for Indians to do on-the-job training; and it is a problem which I am sure exists in other areas, and that is with our weekly newspapers, many of which are having quite a struggle to keep going these days.

Among their problems is an inability to get available printers, and linotype operators, and folks who can work in the back end of a weekly newspaper plant.

The fellow who is pretty well trained and knows the job likes to go to the bigger cities. Small newspapers will sometimes train a printer, get him well equipped, and off he goes. Several of them have tried, at my suggestion, taking on some Indian trainees and giving them an opportunity to learn the printing trade on the job in the back end of a newspaper plant.

It has worked out rather successfully. The problem is that it takes a little time to train somebody to be the kind of a roustabout printer that you have to be in the back end of a country newspaper shop.

My question is: Would it be possible to provide a wage contribution for a period of 18 to 24 months for this type of on-the-job training because it takes about that long if you find a good prospect to really equip him so he becomes worth a legitimate pay scale.

Mr. NASH. Yes, sir. Certainly the trades to which we are already contributing on-the-job training run as high as 24 months. This is not the average, but I know that there are some that long.

Senator MUNDT. Question number two: Would you look with favor upon this kind of an experiment out in South Dakota and are you asking for enough funds so that if a printer finds an Indian you can sign the paycheck?

Mr. NASH. Yes, sir. This is not to say that we will not happily apply funds over the amount that we are seeking if the Senate and the House together should see fit to give them to us.

Senator MUNDT. I have some other questions, Mr. Chairman, but you finish yours and I will come back to mine. I just wanted to get this one in on vocational training because it fit in with this line of questioning.

Chairman HAYDEN. Any questions, Senator Dworshak?

Senator DWORSHAK. Has Mr. Nash completed his statement?

Chairman HAYDEN. He was just talking about Indian education and I have other subjects I want to ask him about.

Senator DWORSHAK. Yes, Mr. Chairman. I regret I only have four meetings this morning and I cannot participate as much as I would like to in this hearing.

COST OF INDIAN PROGRAM

Mr. Nash, you recall that I have been quite a severe critic of the Indian Bureau, but I must admit that you are making good progress. You are only asking for about a $35 million increase in your budget this year, are you not?

Mr. NASH. Yes, sir.

Senator DWORSHAK. That brings it to a point where it will average about $700 per capita for every Indian man, woman, and child on the reservations?

Mr. NASH. Including the Health, Education, and Welfare appropriation.

Senator DWORSHAK. Yes, I am including that. What are the two figures? What is the Bureau figure and then give me the other one separately.

Mr. NASH. The Bureau total is $197.3 million.

Senator DWORSHAK. What is the other one on health?

Mr. NASH. The Public Health figure is $64.6 million.

Senator DWORSHAK. This is about $262 million total?

Mr. NASH. Yes, sir.

Senator DWORSHAK. I am not going to be too critical. Maybe you have some laudable objectives. I have just been reading your statement where you say that each new Commissioner outlines objectives, and yours happen to be:

(1) Maximum Indian economic self-sufficiency.
(2) Full participation of Indians in American life.
(3) Equal citizenship privileges and responsibilities for Indians.

Now, no one can quarrel with those objectives. They are very desirable and probably if you can attain those you will achieve a record which has not been achieved in a century and a half of operations of the Bureau of Indian Affairs; but I am a little disturbed by one thing.

INDIAN CHILDREN IN PUBLIC SCHOOLS

You may be a specialist with your staff, and I do concede that you have been living with these problems, but I understood during the past decade, or even more, that the primary objective was to close down reservation schools and to do one thing which everybody would recognize as being very essential in developing self-sufficiency of our Indians, and that is to make it possible for the Indian children to attend our American public schools, to rub elbows with the students, and to feel that they are on an equal basis with the white children.

It would seem that for some reason or other the trend has been reversed. Has it?

Mr. NASH. No, sir.

Senator DWORSHAK. It has not?

Mr. NASH. No, sir.

USE OF REQUESTED FUNDS

Senator DWORSHAK. Then what are you doing with all this additional money for education?

Mr. NASH. This is for the construction of schools in areas, Senator, which are so remote and isolated that there are no public school districts. In fact, up to now there have been no school facilities of any kind in many of these areas so that in these isolated portions of the Navajo Reservation and of Alaska, which is what this money is largely for, we are building schools in places where you cannot talk about a public school district, or talk about going to school with non-Indian children because there are only Indian children in the neighborhood.

One of these schools on the Navajo Reservation is over a hundred miles from a railroad. Others that we are building in Alaska are so far north of the Arctic Circle that the teacher team, the husband and wife team, that go up there have to be supplied with all their personal needs and all their school needs by ship once a year.

Chairman HAYDEN. Might I remark that the Navajo Reservation is a little bit larger than the whole State of West Virginia.

Senator DWORSHAK. Does it have as many problems? Well, I know, Mr. Chairman, that I am a lone voice in the wilderness on this. I have been frustrated and disillusioned because I observe, at least in my own State, the Indians are in worse condition now than they ever were.

FORT HALL INDIAN RESERVATION

Yesterday, I called to the attention of Secretary Udall that on the Fort Hall Indian Reservation—I do not know whether you ever visited it—with a population of not over 2,500 Indians, 1,900 of them are lining up once a week to receive surplus food commodities. They cannot go to school because these Indians have not had enough to provide clothing for the Indian children so they can attend schools.

The Bureau closed down, 20 years ago, a school on the reservation. I am not going to belabor this point, but it seems to me the more money we appropriate the worse the plight of the Indians gets; and the increase that you are asking for this year is almost as large as the entire budget of the Bureau in 1948. Think of that, an increase in 1 year.

I know that you have good ideas and programs and I am going to watch them with keen interest and I am going to check carefully. If you and I are around here for 3 years, at least during this administration, I can assure you that I am going to turn the spotlight on what you are doing down there; not because I have any desire to be severe with you or with your staff, because I carried on this same campaign of criticism throughout the 8 years of the Eisenhower administration.

The more money and the more employees we give to the Bureau of Indian Affairs, the worse becomes the plight of our American Indians. I do not think anybody can deny that, and I think that we do a great disservice to our Indian population and that actually we are not making any progress in qualifying them to assume the full responsibilities of American citizenship.

EXTENT OF CONGRESSIONAL HELP

If you can deny that by what you accomplish during your term, I will be happy; but the record has been that, and I am fearful that we are continuing to go in that same direction. People throughout my State, and throughout the country, are critical. They say Con-

gress is parsimonious; we do not provide the funds; we are neglecting the American Indian.

They do not know that we are appropriating this current year $650 per capita for our Indians. Think of that. That would mean that an average family of five—mother, father, and three children—would get over $3,000. If they did that they would be better off than lining up to receive these surplus commodities.

I know that in Idaho, with the exception of the Nez Perce Indian Reservation in North Idaho, it is a pitiful and tragic situation that we find the Indians in.

One of the Assistant Secretaries, John Carver, is from Idaho, and I think he is trying to give personal attention to the Indian situation and the problems out there; but again I say that I am going to be extremely critical of what is done, hoping that you will get out of the groove that has been followed for probably a century whereby the plight of the Indian is becoming more tragic with the passing of the years.

That is not dealing with details in your program. You will probably come up with this money. Next year you will come in and ask for $20 or $25 million more. Ten years from now, whoever is here holding your job—maybe you will have it, I do not know—will come in here and ask for more millions.

We will probably be giving the Indians about $300 or $350 million a year, and the Indians will be less qualified to assume their responsibilities as American citizens. That is my appeal to you.

Mr. NASH. We welcome the spotlight that you place on us, sir, and we hope to stand up under it.

Senator DWORSHAK. Thank you, Mr. Chairman.

Senator MUNDT. I have more questions on education.

Chairman HAYDEN. Go ahead.

FUNDS FOR NEW QUARTERS

Senator MUNDT. I notice $5,218,000 is suggested or recommended for five new school construction projects in New Mexico alone; and each of these projects includes new quarters for employees.

I am a lot more interested in providing schools for Indian children than I am quarters for employees. Would you provide a cost estimate for these employee quarters with a breakdown to reflect the per unit cost?

Mr. NASH. Yes, sir. I cannot do that myself at the moment. We will provide it for the record. These are, of course, isolated locations.

(The information referred to follows:)

Following is the breakdown of estimated cost per housing unit for the various sizes of quarters to be provided at the five New Mexico locations. Unit costs include construction of the building, utilities, site work and design work.

Quarters sizes

	3 bedroom	2 bedroom	1 bedroom
Crownpoint	$19,319	$16,798	$10,428
Crystal	19,672	17,151	11,160
Lake Valley	19,622	17,101	10,731
Tohatchi	19,571	17,050	10,680
White Horse	19,622	17,101	10,731

Total cost of quarters

Crownpoint	$599,982
Crystal	186,763
Lake Valley	187,295
Tohatchi	507,842
White Horse	224,018

NEED FOR HELP TO INDIANS

Senator MUNDT. I know that, but in line with what Senator Dworshak has pointed out, we have to direct a greater percentage, it seems to me, of our expenditures actually to assisting Indians, or helping them. I do not quarrel with Mrs. Thompson when she wants to have some intraining programs for teachers. Maybe that is necessary. Maybe that is good.

However, you are still not helping Indians. That is why I am so interested in stepping up this vocational training program for adult Indians. You let the backlog continue there; but you worry more about the backlog that involves employees' quarters, and helping Indian employees to be better Indian employees, and better teachers, all of which may have merit, but the big, immediate job is to help Indians.

It always is a source of great embarrassment for me when I go to these Indian reservations, I guess I can say without exception, I have gone to most of the Indian reservations in this country—I cannot think of anyplace I have left where I have not felt embarrassed by a comparison of the quarters in which the employees live as compared with the miserable housing in which the Indians live.

We get farther apart. I can assure you that the disparity between the conditions in which Indians live and the conditions in which the employees live each year. I want to see the Indian employees live well and have good quarters, since it is in an isolated spot; but we do not seem to bring the Indians along with us. We are putting the white man farther out ahead of him all the time.

There is a lot of validity to what Senator Dworshak says. For a century we have wrestled with the problem and I cannot see that it is much closer to solution now than when we started. You have some good programs. You have this vocational training which I think is of tremendous importance.

These little economic units that you mentioned at Pine Ridge are certainly a great step forward. You have a program which I think was a tremendous leap forward when you had this off-reservation placement and training program, because in the ultimate we are going to have to get rid of the concentration-camp concept of taking care of Indians; and the reservation gets pretty close to a concentration camp in many aspects.

NEED FOR NEW IDEAS

We are a nation dedicated to integration of every race, color, and creed except Indians, and there we seem to accept segregation as the rule, which certainly is improper, so we have to do some creative thinking and I am hopeful with your background of experience and your wisdom that you will do it.

I made a personal plea both to Secretary Seaton, whom I knew as a former colleague, and Secretary Udall, whom I knew as a former

colleague, and tried to get a gleam in their eye to do something about the Indian. Their eyes quivered a bit, but I did not get any gleam, and certainly no result.

I do not believe this is an impossible problem to solve. After a hundred years if we cannot make better progress I think we should admit it is a shameful record and a terrible record for a hundred years and that includes Republicans, Democrats, and anybody else who may have been in charge.

Everybody has tried, but he has been so busy keeping the old programs going he has not had time to think of anything new; so I do get concerned when I see all this money proposed in New Mexico, for example, and it happens elsewhere, for employee quarters.

NAVAJO EMERGENCY PROGRAM

Take the one at the Crystal School. You have a facility scheduled for the Crystal School, and this is to supplement a dormitory facility built in 1954 as part of the Navajo emergency education program. Can you refresh my memory on this program from the standpoint of providing for the record a general description of the Navajo emergency education program and an itemized schedule of the expenditures made under this program in New Mexico for construction and other major aspects of the program; and how much was for dormitories, how much for schools, and how much for employees' housing?

Mr. NASH. Yes, sir; we will put that in the record.

(The information referred to follows:)

The Navajo emergency education program (NEEP) was designed to provide educational opportunities on a "crash" basis for out-of-school Navajo children. The program consisted of (1) the construction of new minimum-type school facilities and the remodeling and rehabilitation of existing school plants on the reservation, (2) installation of trailer-type schools at 36 locations on the reservation, (3) construction of dormitory buildings and dining halls at border town locations to permit enrollment in public schools, (4) enrollment of additional overage children in off-reservation boarding schools, and (5) construction of public schools on the reservation under Public Law 815.

In New Mexico this Bureau made a total expenditure of $1,363,884 for constructing and equipping new schools, trailer schools, and border town dormitories under the NEEP. The breakdown of this total expenditure is as follows:

Dormitories	$432, 790
Schools	171, 932
Housing	309, 649
Utilities and site work	336, 970
Furniture and equipment	112, 543
Total	1, 363, 884

HIGHER EDUCATION FOR NAVAJOS

Senator MUNDT. How are we doing with our higher education program there, Mrs. Thompson?

Mrs. THOMPSON. We feel, Senator, that we are doing quite well. As I think we testified before, the time would come when we would need additional funds for higher education, and we are requesting those additional funds.

Senator MUNDT. How much additional?

Mrs. THOMPSON. $400,000.

Senator MUNDT. Which would make a total of how much?

Mrs. THOMPSON. $650,000.

Senator MUNDT. Is that a revolving fund? Is that a grant, or scholarship loan, or what?

Mrs. THOMPSON. Those are for grants, Senator Mundt, and this will permit an increase in the number of grants and an increase in the average grant because, as we all know, college costs have increased rather rapidly; so this will permit an increase in the grant which is needed at this time.

Senator MUNDT. Will the $600,000 be enough to do the job, to meet the requests?

Mrs. THOMPSON. We feel at this time that this will allow us to meet the need for this coming year. We are keeping a very careful check on this. The number enrolled in college has doubled in the last 4 or 5 years. I think that is going to accelerate even at a greater rate in the next 4 or 5 years, and so we are watching and projecting it year by year so that we keep up with the needs.

Senator MUNDT. That is very good because money invested there is money invested in decreasing the size of the Indian problem.

WORK AT FLANDREAU SCHOOL

I ran into a situation I did not know existed when I went over to the Flandreau Indian school to see how the new construction program was coming and to meet the new superintendent who had been installed there. During my visit, we got to talking about education, and a new problem was brought to my attention.

I do not know whether this $600,000 can help in this area, or whether there is any money anywhere, but he said, "This is quite a problem, and it involves primarily children from broken homes." Many times children from broken homes are brought to the school. A lot of them do not get much parental support.

I said, "How is the program getting along?" He said, "Fine. We can provide them with education and housing but there is one weakness I do not know how to overcome." He said, "Many of these kids just do not have any spending money at all. They do not have 50 cents in their pocket to go downtown to buy a Coca Cola or, if they have a girl, to take her to the movies. They just do not have any money. We try to get them little jobs to help out with that, but we cannot do it."

He has organized, I think among the employees, which is wonderful if that is correct, a kind of little fund that they contribute to at Christmas time. I think he said it was for exchanging Christmas cards, or some fund made available to such children.

Have you heard of that problem before? Is that a unique problem there?

NEED FOR FUNDS FOR CONTINGENT PUPIL EXPENSES

Mrs. THOMPSON. No, Senator; that is not a unique problem at Flandreau. That is a problem in most of our schools. We are starting one program which we feel will help the youngsters to meet this problem and that is during the summertime we are, in cooperation with the plant management people, providing at our Indian schools work programs for the young people. They are employed during the summer and then they are counseled on how to conserve their cash that they earn during the summer so that they can buy some of their clothing and they can have some of this for spending money.

We feel in the programs that we have carried out in the last year or two that this has helped a great deal with that particular problem. In some of the schools they are fortunate to be nearer a larger town where they can help the youngsters get Saturday employment and that has helped.

STUDENT EARNINGS

For example, in our Phoenix school, I cannot quote the amount off-hand, but I think it is somewhere in the neighborhood of $30,000 or $40,000, that the youngsters in the Phoenix school earn on Saturdays through Saturday employment.

Senator MUNDT. Very good.

Mrs. THOMPSON. So each school is trying to meet the problem, some of them in different ways, in terms of the resources they have.

Senator MUNDT. I am glad to hear of that. I did not have any solution to it. I think, instead of handing out charity, you ought to give them a chance to earn money and maintain their self respect.

REHABILITATION OF FLANDREAU SCHOOL

Speaking of Flandreau, what is the next step toward the construction and rehabilitation of the school system there?

Mr. ALLEN. We have the school building in this present request.

Senator MUNDT. Will that be the classroom building?

Mr. ALLEN. That is correct.

Senator MUNDT. And your second dormitory will be finished very soon?

Mr. ALLEN. That is correct. They expect to have the dormitories finished in June. The school building is being planned at the present time under our advance planning money. We hope to get the school completed by July 1963.

Senator MUNDT. That is in this budget?

Mr. ALLEN. That is correct.

Senator MUNDT. Thank you, Mr. Chairman.

Chairman HAYDEN. Senator Young?

SUMMER PROGRAM

Mr. MASSEY. Mrs. Thompson, the summer program will fit into Senator Mundt's question here. You might like to tell about the summer program and how that also will help the children in obtaining some funds on their trips.

Senator MUNDT. I would like to hear it.

Mrs. THOMPSON. We are requesting, Senator Mundt, in this budget $700,000 for summer programs.

Senator MUNDT. Is this a new program now?

Mrs. THOMPSON. On a limited basis we have tried it out. For example, at Flandreau we had one of these work programs last summer on a very limited scale because of the limited resources we had. At Wahpeton, I think Senator Young will recall that they had a summer program there for those elementary children where they broadened their experiences by getting them out away from the school and letting them see some of the things that they had never seen before, which brought meaning back into their schoolwork the next year.

So we are requesting in this budget the amount of $700,000 which will permit us to carry on jointly with other branches, like plant management and forestry, and with Indian tribes, work programs for the youngsters to earn money; academic programs in certain places where the youngsters want to make up schoolwork, or they want to get ahead in their schoolwork; and programs to provide them with experiences similar to the Wahpeton experiment where they get out and see things that they have never seen before. In other words, enlarging their background of experience.

WAHPETON EXPERIMENT

Senator MUNDT. You and Mr. Young know all about that Wahpeton experiment. The rest of us know nothing. Will you tell us something about it; either one of you?

Senator YOUNG. I would be glad to say a few words about it. When I visited the school, and I believe it was 2 years ago, the students presented me with an album that cost them quite a few dollars that they paid for on the meager earnings of their own.

In this were pictures of these trips that they had taken to various places; I think it was a wonderful program. In fact, this is one of the finest schools that you can find anywhere and it is in a city that welcomes these Indian children. These are children coming from broken homes or, as you say, no homes at all.

I think this is one of the ideal programs that we have for the Indians. It is one of the great hopes of doing something for them. I think you could tell more about this program than I.

TYPE OF WORK DONE BY STUDENTS

Senator MUNDT. I still have not found out what they do to earn their money. That is what I want to find out.

Mrs. THOMPSON. These were smaller children and in that place, in Wahpeton, some of the employees give the children work after school hours, and on Saturdays, and so on, so that they earn a little cash. Of course, Senator Young, most of that they made themselves. They had to buy the materials, the book and so on. They put that together with the help of their teachers.

Senator Mundt, the program was that the teachers and the counsellors permitted these children to take trips during the summer and they went with them. They took short trips and they took one that was rather long, so that they got a glimpse of, for example, the mining industry.

They stayed in good motels, they ate in good average restaurants, and they had the experiences that the normal American child would get just in living with his family. While they were on that trip they wrote several of us in the Bureau post cards all the way along the trip, and they have been writing and talking about that trip all year long.

That is why I say the summer experience brings a great deal of meaning to their schoolwork; which before was just perhaps reading so many words.

Senator MUNDT. In other words, the whole $700,000 would be devoted to that type of activity?

EMPHASIS ON SUMMER PROGRAM

Mrs. THOMPSON. No, Senator Mundt. We are placing emphasis on the work-type programs which will allow the children to earn money and the academic programs which will accelerate their schooling or allow them to make up work; but the Wahpeton children must stay at that school all year long. They are elementary children and this is a situation a little bit different from other schools.

Senator MUNDT. Would the $700,000 fund be flexible enough, for example, so that if at Wahpeton—you talk about a school not quite as high up in the echelon as Flandreau for the moment—there would be a need to do some work on the campus of the school, reap grass, or something like that. They could pay the Indian for that and use the part of the $700,000 for that, too, so that they could develop bank accounts of their own?

Mrs. THOMPSON. That is the purpose of the work program, Senator Mundt, and jointly with the branch of plant management, which must maintain these campuses, and the buildings, and so on. They hire the children and we provide the care, and we develop a joint program so the youngster can earn some money. Education provides the care and counselling, so that is the purpose of it.

Senator MUNDT. It sounds like a very constructive program.

Mrs. THOMPSON. Thank you.

Senator YOUNG. Mr. Chairman, may I ask a question?

Chairman HAYDEN. Certainly.

NEED FOR WAHPETON DORMITORIES

Senator YOUNG. We completed a new school at Wahpeton and now we badly need to have new dormitories. Do I understand there is $793,000 in the budget for the two dormitories at Wahpeton?

Mrs. THOMPSON. Yes, the Wahpeton dormitories are in the budget.

Senator YOUNG. I noticed a story in the North Dakota papers last week indicating that the contract would be let for dormitories in April at a cost of over $500,000.

Mr. NASH. Mr. Allen, would you comment on the status of those Wahpeton contracts?

Mr. ALLEN. The building is being designed now and we plan to request bids in the spring when the weather breaks, so they can start construction soon after July 1. I did not see the article, but of course the total amount appropriated includes all costs, including equipment, supervision, and things like that.

The figure you have apparently just related to the cost of the buildings.

Senator YOUNG. And the money that would be used for that is out of existing construction funds?

Mr. ALLEN. No; we are designing it under our advance planning authority and the money for the construction is in this appropriation pending here.

TIME SCHEDULE ON WAHPETON WORK

Senator YOUNG. How can you award the contract before you get the money, though?

Mr. ALLEN. We will not award the contract until the money is available. We will have the plans ready and have the bids in and

will be ready to award the contract as soon as the money is appropriated after July 1.

Senator YOUNG. The Superintendent told the press out there they were awarding the contract in April. I was wondering how you were going to do that.

Mr. NASH. Is this the architectural engineering contract?

Mr. ALLEN. No; the architectural engineering contract has been awarded and the planning work is underway. They are talking apparently about the construction contract; but I do not know where they got the information.

Senator MUNDT. Will you yield?

Senator YOUNG. Yes.

LIST OF FUTURE PROJECTS

Senator MUNDT. In the budget I think $500,000 has been requested for advance planning of future projects. Would you provide for the record a listing of the future projects which are presently under consideration?

Mr. ALLEN. Yes.

Mr. NASH. Yes, sir.

(The information referred to follows:)

Following is the tentative advance planning program for fiscal year 1963.

Rosebud (Mission) School, South Dakota.
Lower Brule School, South Dakota.
Pierre School facilities, South Dakota.
Haskell Institute vocational shops, Kansas.
Chilocco School, dormitories, Oklahoma.
Fort Peck office, Montana.
Twin Lakes School, Arizona.
Baca School, New Mexico.
Coyote Canyon School, Arizona.
Aneth School, Utah.
Chilchinbeto School, Arizona.
Sanostee School facilities, New Mexico.
Phoenix School, kitchen and dining hall, Arizona.
Sherman Institute, School, California.

Senator MUNDT. Thank you.

FACILITIES AT BELCOURT

Senator YOUNG. I understand there is $553,000 for additional facilities at Belcourt; is that correct? If so, what facilities?

Mr. NASH. That is correct, and, Mr. Allen, do you want to speak on exactly what is proposed there?

Mr. ALLEN. This will finish up the program. As you know, in 1960 fiscal year, the money was provided for the new school building. In 1961 we had money provided for quarters, office building, and remodeling of the old school building. This present request for funds includes construction of 18 houses for employees, garages, a fire station, improvements to the streets, and a new athletic field for the school.

Senator YOUNG. This is the present program initiated about 3 years ago?

Mr. ALLEN. Correct.

Senator YOUNG. Then you have $915,000 for an elementary school, at Ft. Yates, is that correct?

Mr. ALLEN. Correct.

Senator YOUNG. When do you expect the contract can be awarded for this?

Mr. ALLEN. It will probably be sometime after July. The plans are being prepared at the present time.

MANDAREE PROJECT

Senator YOUNG. You have $495,000 for expansion of the school at Mandaree?

Mr. ALLEN. Yes; we haven't started the plans on that project at the present time. We expect to get started on it soon. In fact we have requested the General Services Administration for authority to go ahead and negotiate a contract for the architectural and engineering services. We will probably get started in about 30 days.

Senator YOUNG. The plans would have to be completed? We have not done any work on the plans?

Mr. ALLEN. That is right.

Senator YOUNG. Has any architectural work been done?

Mr. ALLEN. It has not been done on Mandaree. We have not started.

Senator YOUNG. When do you expect to start work?

Mr. ALLEN. In about 30 days.

Senator YOUNG. And when will you make the award of the contract for construction?

Mr. ALLEN. Probably August.

Senator YOUNG. You are moving fast.

Mr. ALLEN. Very fast on this program, primarily because of advance planning money. We have about 15 projects in advance planning and as soon as the money is appropriated we will be ready to start construction on most of them. This will give us a jump on the program rather than having to wait until after July 1, when the money for construction is appropriated. We can proceed with the construction rather than start the planning.

Senator YOUNG. $493,000 is $150,000 or $200,000 less than the amount that was considered a year ago, is that right?

Mr. ALLEN. I do not recall what the figure was last year.

Mr. NASH. My note indicates $650,000.

HARD SURFACING RESERVATION ROAD

Senator YOUNG. One other small project, but a very important one, is with respect to the hard surface road on the Ft. Totten reservation to the St. Michael Mission. I understand this road is not hard surface. It should be. It is traveled a lot especially by the mission school bus.

Mr. NASH. Senator, I am going to ask the Chief of our Road Branch to reply in detail to that question. Mr. Trier.

Mr. TRIER. This project is included in the 1963 program for the Fort Totten Agency. It is project 9, 3 miles of grading and aggregate surfacing to cost $36,000.

CEDAR CREEK ROAD, LOWER BRULE

Senator MUNDT. Mr. Chairman, while we have the Chief of the Road Branch, I have a couple of questions. This is just a question for information. In the Bureau's explanation of proposed construc-

tion at Cedar Creek Road located on Lower Brule Reservation I note that the western segment of this project, 7 7/10 miles, is the subject of negotiation between the Bureau and the Corps of Engineers and it is stated in this little justification sheet that this lies within taking the area of the Big Bend project. Since the Lower Brule Reservation sits on the west side of the Missouri River, I wonder if it is not a mistake and if it is not the eastern portion rather than the western portion of the Cedar Creek Road which is involved in the Big Bend project.

Mr. TRIER. No; the statement is correct.

Senator MUNDT. To what do you credit this?

Mr. TRIER. The end of the road, as it leaves Brule, climbs up on a bench. It stays up and then it drops down into Medicine Creek Valley and the Medicine Valley becomes part of the taking area.

Senator MUNDT. All right. I just did not want to get something written into the law which does not make sense. I see the topography runs that way.

Mr. TRIER. Yes.

NAVAJO-HOPI ROADS 1 AND 3

Senator MUNDT. As I recall, you requested $4 million for the Navajo-Hopi Roads 1 and 3. Will these funds complete the construction of those two routes?

Mr. TRIER. Yes.

Senator MUNDT. Will you provide for the record the total cost of the two roads?

Mr. TRIER. Yes, we will.

(The information referred to follows:)

Route 1 is 183.4 miles long; 149.8 miles have been completed or are under contract at a cost of $12,451,000. The remaining 33.6 miles are covered in the 1963 program to cost $1,525,000. This will complete the entire project.

Route 3 is 163.5 miles long; 96.7 miles have been constructed or are under contract at a cost of $3,549,000. The remaining 66.8 miles are programed for construction for fiscal year 1963 at a cost of $2,475,000. This will complete the entire project. The total cost for both routes has been estimated at $20 million.

AUTHORIZATION FOR FUNDS

Senator MUNDT. Are they special road fund allocations or authorized under the Navajo-Hopi rehabilitation program?

Mr. TRIER. These funds were authorized under an amendment to the Navajo-Hopi Rehabilitation Act.

Senator MUNDT. In addition thereto?

Mr. TRIER. Yes, in addition to the 1950 original authorization.

Senator MUNDT. Could you familiarize the committee with the act as amended, with the various aspects now involved in this rather substantial Navajo-Hopi rehabilitation program? Will you provide for the record a schedule of expenditures which have been made to date in carrying out the program, with the cost segregated wherever possible by the State?

Mr. TRIER. Yes.

(The information referred to follows:)

Navajo and Hopi rehabilitation program, fiscal years 1951 through 1962

	Rehabilitation authorization, Public Law 474, 81st Cong.	Appropriated funds applied to authorization	Balance available under authorization
1. Soil and moisture conservation and range improvement work	$10,000,000	$7,097,175	$2,902,825
2. Construction, irrigation projects on Navajo	9,000,000	6,616,775	2,383,225
3. Surveys and studies of timber, coal minerals, etc	500,000	436,895	63,105
4. Development of industrial and business enterprises	1,000,000	238,000	762,000
5. Off-reservation employment	3,500,000	194,600	3,305,400
6. Relocation and resettlement of Navajo-Hopi Indians (Colorado River irrigation)	5,750,000	3,449,750	2,300,250
7. Roads and trails	40,000,000	35,000,000	5,000,000
8. Telephone and radio communication systems	250,000	250,000	
9. Agency, institutional and domestic water supply	2,500,000	1,356,670	1,143,330
10. Revolving land fund	5,000,000	1,800,000	3,200,000
11. Hospital and health facilities [1]	4,750,000	4,750,000	
12. Educational facilities [1]	25,000,000	24,997,295	2,705
13. Housing and necessary facilities and equipment	820,000	26,300	793,700
14. Common service facilities	500,000	495,100	4,900
Total	108,570,000	86,708,560	21,861,440

[1] For construction of facilities.

Resources Management

Mr. Mundt. That is all I have.

Chairman Hayden. Are there any further questions?

Senator Mundt. Do you mean on any Bureau or just roads?

Chairman Hayden. No, I want to go on and clean up the record.

Senator Mundt. You go ahead.

Chairman Hayden. There will be placed in the record the justifications for the 1963 budget estimate for resources management of $34,417,000. This amount is $5,106,862 more than was made available in fiscal year 1962.

(The justification follows:)

Bureau of Indian Affairs—Resources Management

HIGHLIGHT STATEMENT

The purpose of this appropriation is to promote the economic advancement of the Indians in the continental United States including natives of Alaska through the utilization of their resources.

To carry out this purpose the Bureau of Indian Affairs is responsible for the management, development, improvement, and protection of resources and appurtenant facilities of Indians under the jurisdiction of the Bureau.

The long-range program objective is to improve the economic and social conditions among Indians to the point where Federal financing will no longer be required to develop and utilize their resources.

During the last fiscal year the Bureau carried out this objective through active management programs which were aimed toward increased Indian participation in the management of Indian-owned resources.

For fiscal year 1963 emphasis is being placed on the development phase of Indian resources while at the same time carrying on the custodial-type activities necessary for the protection and preservation of such resources.

RESOURCES MANAGEMENT

Appropriation, 1961	$23, 084, 000
Supplemental appropriation, 1961	1, 777, 000
Total appropriation, 1961	24, 861, 000
Appropriation, 1962	29, 075, 000
Transferred from "Education and welfare services"	285, 000
Transferred to General Services Administration (75 Stat. 353)	−49, 862
Amount available, 1962	29, 310, 138

SUMMARY OF INCREASES AND DECREASES, 1963

Forest and range lands: To provide funds for increased timber sales, forest administration, forest protection, and improved range management	+789, 753
Agricultural and industrial assistance: To expand economic development functions and to provide for additional agricultural extension work by the Bureau	+2, 212, 041
Soil and moisture conservation: To provide funds to meet increased costs in labor and materials	+185, 308
Maintenance of roads: To round figures to even thousands	+500
Development of Indian arts and crafts: To provide funds for the strengthening of the overall arts and crafts program	+97, 800
Management of Indian trust property: To provide funds for increased work on the land records program, increased appraisal staff and expenses for the realty program, for positions and expenses now being financed from Indian moneys, proceeds of labor, and for the payment of employee compensation benefits	+629, 952
Repair and maintenance of buildings and utilities: To provide funds for the maintenance of new facilities and the correction of unsafe and unsanitary conditions	+1, 029, 308
Operation, repair, and maintenance of Indian irrigation systems: To provide funds for increased operation and maintenance costs	+162, 200
Net change, 1963	5, 106, 862
Budget estimate, 1963	34, 417, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Forest and range-lands	$3, 222, 550	$3, 510, 247	$4, 300, 000	+$789, 753
2. Fire suppression	1, 221, 228	140, 000	140, 000	
3. Agricultural and industrial assistance	2, 049, 512	3, 182, 959	5, 395, 000	+2, 212, 041
4. Soil and moisture conservation	5, 119, 264	5, 166, 692	5, 352, 000	+185, 308
5. Maintenance of roads	2, 775, 578	2, 849, 500	2, 850, 000	+500
6. Development of Indian arts and crafts	126, 523	202, 200	300, 000	+97, 800
7. Management of Indian trust property	4, 462, 269	4, 638, 048	5, 268, 000	+629, 952
8. Repair and maintenance of buildings and utilities	4, 822, 970	8, 532, 692	9, 562, 000	+1, 029, 308
9. Operation, repair, and maintenance of Indian irrigation systems	940, 521	1, 087, 800	1, 250, 000	+162, 200
Unobligated balance	120, 585			
Total	24, 861, 000	29, 310, 138	34, 417, 000	+5, 106, 862

1. *Forest and range lands*

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Forestry	$1,921,816	$2,190,800	$2,729,200	+$538,400
(*b*) Range lands	1,300,734	1,319,447	1,570,800	+251,353
Total	3,222,550	3,510,247	4,300,000	+789,753

(*a*) *Forestry*

The estimate of $2,729,200 is an increase of $538,400, which is distributed to the three principal forest program features as follows:

Activity	1962 program	1963 program	Increase
Forest administration	$329,500	$357,000	$27,500
Timber sales	1,346,300	1,607,200	260,900
Forest protection	515,000	765,000	250,000
Total	2,190,800	2,729,200	538,400

Need for increase.—Forest administration: The increase of $27,500 for this activity will provide funds for a very modest program of thinning, pruning, and other forest culture work. It will be done in conjunction with Branch of Education activities to provide summer work for high school students. This pilot program will not only supply a small amount of needed work on timber stand improvement, but will also provide some opportunity for summer employment of Indian youth.

Timber sales: Almost 60 percent of the $260,900 increase for this activity will be used to increase the volume of timber sales. It will permit the employment of 25 additional professional and subprofessional foresters, who are needed to handle the increased volume of sales and to provide adequate supervision of existing timber sales. The unit cost of timber sale administration (cost per thousand board feet of sales) has increased. This is partly because of the general increase in unit costs of personnel, equipment and supplies. The high stumpage values being received today require more careful supervision than was formerly required.

There is a strong demand, by the Indian owners and by potential purchasers of Indian timber, for an increase in the volume of sales. Sales volume cannot be increased, however, without the proposed increase in funds for timber sale administration.

Forest protection: The increase of $250,000 for this activity will provide a more effective protection organization, including the employment of an additional 50 seasonal fire control aids. This activity involves the protection of forest and range lands from fire, and protection of the forest lands from insects, disease, and other destructive agencies. It also involves the prosecution of fire trespass cases. At most reservations, the Bureau of Indian Affairs maintains a fire protection organization. At others, the protection is provided by contract or agreement with adjoining forest protection agencies.

Recreational use of Indian forests is developing rapidly, with a corresponding increase in the possibility of man-caused fires. It is therefore essential that the Bureau's protection organization be modernized and strengthened.

Plan of work.—Forest management covers the use and protection of 13 million acres of Indian forest lands, and the protection from fire of an additional 46 million acres of Indian range and intermixed non-Indian land. The objective is to manage Indian forests according to sustained-yield principles, under the multiple-use concept, for the benefit of the Indian owners. Objectives include the production and use of forest products to the full growing capacity of the lands, the prevention of soil erosion, and the preservation of watershed, grazing, recreation, and other forest values. The timber harvest is sometimes used by tribal forest products enterprises; the more important of which are the tribal sawmill enterprises at the Red Lake Reservation in Minnesota, the Navajo Reservation in Arizona-New Mexico, and the Fort Apache Reservation in Arizona. The two former enterprises use the entire commercial harvest of timber from

these reservations. The Fort Apache enterprise uses only a part of the harvest. A tribal logging enterprise has recently been organized on the Blackfeet Reservation in Montana, which plans to log and sell about 5 million board feet of logs annually. Aside from these enterprises, most sales of standing timber are made in the open competitive market.

Importance to the Indian economy.—At many reservations, receipts from timber sales are a principal source of income to the tribes and the individual tribal members. Of even greater importance, the timber harvest provides substantial employment opportunities and contributes to the stabilization of local communities. It is estimated that every million board feet of Indian timber sold creates from 8 to 12 man-years of employment on or near the reservation, and generates a payroll of $35,000 to $50,000 annually.

(*b*) *Rangelands*

The estimate of $1,570,800 is an increase of $251,353 which provides improved management of Indian rangelands.

Need for increase.—The increase will provide funds for better management of Indian range units under permit. Additional technical personnel are needed to guide the Indians in the proper use of their range resources through development and refinement of range management plans. More detailed range use studies are needed as the basis for adjustments in stocking rates, changes in range unit boundaries, locations of needed range improvements, and improvements in range use practices to obtain better use of the range resources. The increase will also provide for a limited increase in range water developments primarily on lands added to several pueblos in New Mexico. These lands, totaling nearly 70,000 acres of former public lands added to these pueblos by Public Law 87-231 (75 Stat. 500), do not have adequate range water facilities.

Plan of work.—The estimate provides for continuing and improving the program for conservation and utilization of nearly 41 million acres of Indian trust lands. Range management plans are developed for each reservation. These plans provide for the division of the range into economic units, determination of proper stocking and season of use, and for range improvement and betterment programs to obtain full use of the forage balanced with sustained production. Range management includes work incident to the sale of grazing privileges under permit, assistance to Indian tribes in the allocation of grazing privileges to their members, making field inspections, and working with range users to obtain satisfactory range use. Range condition and trend studies and utilization checks are made as the basis for adjustments in stocking rates, season of use, unit boundaries, and the location of range water development and other facilities. Technical guidance is furnished Indian users for improvement of grazing practices as a means of obtaining the best use of their range. Technical advice is provided for the development of livestock water, water spreading, reseeding, and other improvements and practices which increase forage production. Provision is made for uniform distribution of the livestock on the range to insure proper utilization and to prevent its destruction through overgrazing. Range water is provided through the development of deep wells, paved catchment basins, and pipelines in the arid Southwest in support of the range management program.

Most Indian reservations are located in principal watershed areas of the Western United States. Proper use of the Indian range in units is, therefore, important to irrigation and other water using facilities dependent upon watershed management. In addition, a material contribution is made to a stabilized livestock industry by furnishing grazing for nearly 758,000 cattle units of livestock annually. These watersheds, in addition to providing grazing to livestock, are used for fishing, hunting, and recreation. The range lands of Indian reservations offer excellent opportunities for recreational development of material economic value. Lack of adequate conservation practices would diminish these recreational opportunities.

In addition to range-work, assistance and advice is given to Indian tribes in the development of plans and ordinances for the rehabilitation and wise use of fish and wildlife resources.

2. Fire suppression

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Fire suppression	$1,221,228	$140,000	$140,000	

Plan of work.—The estimate of $140,000 is the same as for 1962. Funds under this activity, together with available tribal funds, provide for the payment of the cost of suppression and emergency prevention of fires on or threatening forest and range-lands of Indian reservations.

Status of program

	Calendar years					5-year average
	1960	1959	1958	1957	1956	
Number of fires	1,467	1,309	1,424	828	1,274	1,260
Average acres per fire	94	80	125	66	82	89
Total area burned (acres)	138,610	105,024	178,055	54,797	104,975	115,292
Includes brush and grasslands (acres)	(113,033)	(82,623)	(165,060)	(44,300)	(88,113)	(98,626)
Estimated damage	$552,325	$2,172,803	$364,276	$158,910	$288,400	$707,343

Area requiring protection is 59,458,009 acres (includes 11,575,673 acres of State and private lands within protection area).

The great increase in estimated damage resulting from fires during calendar year 1959 was largely accountable to a disastrous fire on the Klamath Indian Reservation, Oreg.

Causes of fire

[In percent]

	1960	1959	1958
(a) Man	51	50	47
(b) Lightning	49	50	53

The obligations for each of the last 3 fiscal years are:

1961	$1,221,228
1960	432,109
1959	520,306

About half of the cost for fiscal year 1961 was incurred in connection with serious fires on the Flathead Reservation in Montana.

3. Agricultural and industrial assistance

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Agricultural extension	$1,198,962	$1,242,904	$1,374,600	+$131,696
(b) Credit operations	291,884	1,100,400	1,100,400	
(c) Economic development	558,666	839,655	2,920,000	+2,080,345
Total	2,049,512	3,182,959	5,395,000	+2,212,041

(a) *Agricultural extension*

The estimate of $1,374,600 is an increase of $131,696, which provides for additional work by Bureau of Indian Affairs.

Need for increase.—The increase of $131,696 will provide for additional personnel, increased costs of supplies, materials, equipment, and travel expenses in order to provide better and more adequate extension services to the Indian people by this Bureau.

Plan of work.—State extension contracts: The estimate of $753,400 will allow continuance of Johnson-O'Malley contracts with 15 State extension organizations of the land-grant colleges. Extension agents counsel with individuals and families, and also develop organized educational programs with Indians, through which they demonstrate and influence acceptable practices in all types of agricultural endeavors, home management, and youth training through 4-H clubs. The States have employed approximately 90 professionally trained extension

agents in the 15-contract States where special emphasis is given to including Indians into community, county, and statewide extension programs and services. The extension program is carried on through farm and home visitations, meetings, short courses, demonstrations, farm tours to show improved practices, bulletins, 4–H clubs, achievement days and exhibits. To accomplish this requires extensive traveling to isolated and widely scattered Indian homes and farms, to organize community groups to observe what people are doing in other places and encourage them to adopt similar practices and programs, and to conduct the home and agricultural demonstrations. Through these organized educational methods Indians are encouraged to recognize their opportunities for social and economic improvement. During fiscal year 1962, contractual agreement with New Mexico was amended to provide extension services to Indians of the Mescalero Reservation,

The following table shows how the funds are programed to States under contract.

State	Actual 1961 contract amount	1962 contract amount	Estimated 1963 contract amount
Colorado	$11,000	$13,200	$13,200
Florida	18,300	21,200	21,200
Idaho	32,500	33,500	33,500
Minnesota	18,300	19,500	19,500
Montana	97,698	101,640	101,640
Nevada	45,085	46,885	46,885
New Mexico	62,951	67,050	67,050
North Carolina	18,000	18,300	18,300
North Dakota	41,000	43,000	43,000
Oklahoma	129,366	133,565	133,565
Oregon	22,000	23,960	23,960
South Dakota	127,000	131,000	131,000
Utah	18,000	18,300	18,300
Washington	54,000	55,500	55,500
Wyoming	23,800	26,800	26,800
Total	719,000	753,400	753,400

Noncontractual work.—Until the State extension services in Alaska, Mississippi, and Arizona become receptive to providing extension services under contractual arrangement, the Bureau continues to provide extension assistance to Indians in these States. The Bureau has been successful in working out contracts with New Mexico for extension services to Indians residing in McKinley, Rio Arriba, and Dona Ana Counties. However, in the States not yet under contract, the Bureau extension personnel are working closely with local county agents and State college specialists in carrying on their work. Examples are joint demonstrations held by Bureau and State extension personnel on topics such as wool grading, livestock marketing, and livestock parasite control. Bureau extension personnel will plan continuance of educational assistance to Indian families in community improvement, home economics, management of farm and home enterprises and training of youth through 4–H Club activities. The amount of $554,126 will be programed as follows:

Alaska	$33,966
Arizona	233,280
Mississippi	20,000
New Mexico	266,880
Total	554,126

Agreement with U.S. Department of Agriculture: The estimate for this item is $67,074. These funds will provide for a small supervisory staff to coordinate extension work on Indian reservations with the U.S. Department of Agriculture and State extension service staffs. An amount of $30,150 is programed for this work. The Federal Extension Service, by agreement provides guidance with leadership to State extension services in planning extension programs in States under contract with the Bureau of Indian Affairs. The Federal Extension Service also consults and advises with Bureau representatives on suitable extension programs for Indians in those States where contracts have not yet been negotiated. An amount of $36,924 is programed for these services.

(b) *Credit operations*

The estimate of $1,100,400 is the same amount that was appropriated in 1962 for salaries and operating expenses for the following credit staff, which represents no increase over the 1960, 1961, or 1962 staffing:

	Positions	Amount
Aberdeen	27	$209,537
Anadarko	7	49,170
Billings	10	77,640
Gallup	7	62,682
Juneau	19	245,125
Minneapolis	(1)	2,034
Muskogee	5	50,500
Phoenix	17	130,927
Portland	8	83,690
Washington office	14	156,852
Seminole Agency	2	20,000
Cherokee Agency	2	12,243
Total	118	1,100,400

[1] Part-time position.

Plan of work.—The objective of the credit program is to help improve economic and social conditions among Indians through proper development and utilization of their resources. The work is planned with this objective in view. Indians need capital to utilize and develop their resources, both physical and human. Many are without the necessary capital. It has to be borrowed. The credit program is designed to help them obtain capital. Primary emphasis is placed upon helping them borrow money from the same sources that furnish capital to other citizens. Where, because of the trust status of their property, lack of security, low economic status, or for other reasons, Indians are unable to obtain capital from customary sources, loans are made, directly or indirectly, through the Bureau.

(c) *Economic development*

The estimate of $2,920,000 is an increase of $2,080,345. This estimate combines functions previously budgeted under the subactivity economic development under this appropriation and the industrial development program under the relocation activity of the appropriation for education and welfare services. An amount of $285,000 is included in the estimate for this subactivity representing the amount previously carried in the education and welfare services appropriation.

Need for increase.—The additional funds are needed for increased economic development personnel at all levels, but primarily at agency and area offices, and also for contractual services in connection with the evaluation of economic development possibilities on Indian reservations. The Bureau is now embarking on a concerted program directed toward fuller economic development of reservation areas to provide greater income and employment opportunities for Indian people.

A great deal of information has been gathered about the physical resources available to Indian people. Nevertheless, there is a dearth of information about the current economic status of Indian people and their potential for self-improvement; about the present-day developmental potential of agricultural and mineral resources, and the rapidly developing but comparatively unexplored lines of tourism, commercial enterprises, and manufacturing.

To promote economic growth in a sound and orderly way, it is necessary to obtain and appraise this needed information, to work with the Indians in formulating comprehensive plans for development on a reservation-by-reservation basis, and to initiate specific developmental projects.

This increase will provide for the establishment of 99 additional positions at the agency level, 41 at the area level, and 14 in the central office.

Plan of work.—The principal functions to be carried out under this activity are:

1. Obtaining additional information on the economic condition and capabilities of Indian people and on those resources which have hitherto not been fully developed.
2. Preparing comprehensive plans, in collaboration with the Indians, for the economic development of all major reservation areas
3. Seeking out and negotiating with private corporations in an effort to establish industry on reservation areas

4. Developing economic studies of the feasibility of locating selected industries in particular areas and evaluating the financial soundness of proposed developmental ventures to be undertaken by Indian organizations or by private corporations with investment of tribal or private funds

5. Working with neighboring non-Indian communities to encourage their participation with Indians in local economic development programs.

6. Working with Indian groups to assist them in developing and revising organic documents and organizing the management of their affairs so as to facilitate economic development, prepare Indian communities for the social changes which accompany such development, and provide assistance in the promotion of housing and other community programs that must go hand in hand with economic development

7. Planning programs for the use of judgment funds, as they become available, so that they may provide maximum long-range benefits to the recipients There are still before the Indian Claims Commission and the Court of Claims about 678 Indian claims Settlement of the pending claims is expected to take place at a greatly accelerated rate

8. Evaluating present Bureau programs and activities to shift emphasis to developmental activities as distinguished from the Bureau's conservator role

9. Contracting with private consulting organizations and educational institutions which have specialized technical competence for:

(*a*) Studies of economic feasibility of establishing industries on Indian reservations to make the most beneficial use of the human and physical resources.

(*b*) Analyses of crop potentials of irrigated land designed to achieve the highest return from such lands by the Indian owners.

(*c*) Forest products studies and market analyses to increase employment and Indian income through milling and the manufacture of end-use products.

(*d*) Studies to determine the economic feasibility of developing tribal properties with high income and employment potentials resulting from public recreational uses.

(*e*) Research into methods of beneficiation of minerals known to exist on reservations to obtain commercial utilization of such minerals by private and/or tribal enterprise.

(*f*) Analysis of the crucially important human resources; (1) to ascertain its present capabilities in relation to economic development of the community and (2) to devise means for its social and economic growth.

4. Soil and moisture conservation

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Soil and moisture conservation	$5,119,264	$5,166,692	$5,352,000	+$185,308

The estimate of $5,352,000 is an increase of $185,308.

Need for increase.—The $185,308 is needed to meet increased costs in labor and materials in order to maintain the program at about its present level.

Plan of work.—The soil and moisture conservation program plans and develops cultural and tillage measures designed to fit each soil, slope, and erosion condition to: (1) correct ravages of erosion and depletion, (2) protect still productive land against erosion and depletion and (3) improve productivity of all Indian lands.

The estimate of $5,352,000 will provide funds for the following major program features:

1. Land use investigations and planning	$1,636,000
2. Application of measures	2,872,000
(*a*) Soil stabilization and improvement	1,402,000
(*b*) Water management	1,470,000
3. Operation and maintenance	844,000
Total	5,352,000

This will represent a slight increase in all three of the major program features; $55,000 of the increase is for land use investigations and planning. During 1963 this program will continue to provide additional farm, ranch, watershed, and reservation plans for the utilization and development of Indian soil, water, and forage resources. These plans will be based on information provided by soil and range inventories being made as a part of this program. To date, the Bureau has completed inventories on approximately 47.5 percent of the open Indian land to be mapped. Data of this kind make possible accurate planning of new areas and the revision of older plans. It is anticipated that inventories will be completed on Indian lands by 1967, if the present rate of inventories is maintained.

Within the application of measures program, an increase of $88,000 is requested. With 50 percent of the total increase going into this phase of the program, it will assure more conservation practices on the ground. Increased emphasis will be placed on increasing the productive capacity of Indian resources through application of planned conservation measures. Results of a combination of pasture improvement drainage, irrigation, and herd improvement work with the Seminole Indians in Florida show what development and use of resources will do. The average value of all cattle sold during fiscal year 1960 on the Big Cypress Reservation, where improved pastures are available for grazing, was $98.39 per head; on the Brighton Reservations, where improved pastures were not available for grazing, the average value was $66.77 per head. This difference in value of $31.62 per animal was due primarily to applied conservation.

An increase of $42,308 is being requested for the operation and maintenance program. This will provide for closer compliance checks to assure application of planned conservation measures resulting from the expenditure of soil and moisture conservation funds.

The estimated budget needs for 1963 represent approximately 5.5 percent of the revised 20-year program of soil and moisture conservation

TABLE I.—*Soil and moisture conservation program by program features, Bureau of Indian Affairs*

Program features	Soil and moisture conservation expenditures			Cooperators expenditures		
	Actual, 1961	Estimate, 1962	Estimate, 1963	Actual, 1961	Estimate, 1962	Estimate, 1963
Land use investigations and planning	$1,631,505	$1,507,619	$1,636,000	$1,412,122	$1,468,000	$1,512,000
Application of measures:						
Soil stabilization and improvement	1,372,082	1,355,576	1,402,000	14,600,539	15,184,000	15,639,000
Water management	1,478,525	1,715,636	1,470,000	4,807,712	5,000,000	5,150,000
Operation and maintenance	637,152	596,369	844,000	998,713	1,038,000	1,069,000
Total	5,119,264	5,175,200	5,352,000	21,819,086	22,690,000	23,370,000

5. Maintenance of roads

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Maintenance of roads	$2,775,578	$2,849,500	$2,850,000	+$500

The total estimate for 1963 is $2,850,000, an increase of $500. The $2,850,000 is required to keep Indian reservation roads and bridges open to traffic. Such activities as farming, logging, mining, education, health, welfare, law and order, and others are absolutely dependent on road transportation.

The estimate provides $262 per mile per year for regular maintenance of the 7,328 miles of the most heavily traveled road. An average amount of $73 per mile per year is allowed for 8,229 miles of road carrying lighter traffic. The estimate provides $183,000 for heavy repairs to roads and bridges; and $140,000 for repair of damages caused by floods and blizzards.

There are five flight strips in isolated locations that are used for emergency medical evacuations and other air transportation; $7,000 is provided to maintain these strips in a reasonably safe condition.

Plan of work.—An area budget classification breakdown of the plan of work for 1963 follows:

Area	Total funds	Miles heavy traffic	Amount regular maintenance	Miles light traffic	Occasional maintenance	Amount heavy maintenance	Amount special maintenance	Amount airstrip maintenance
Aberdeen	$465,000	1,349	$405,000	597	$30,000	$10,000	$20,000	----------
Anadarko	90,000	143	35,000	416	35,000	10,000	10,000	----------
Billings	290,000	444	165,000	1,332	100,000	15,000	10,000	----------
Gallup	635,000	2,109	450,000	1,867	140,000	20,000	20,000	$5,000
Minneapolis	165,000	351	130,000	240	15,000	10,000	10,000	----------
Muskogee	100,000	272	65,000	0	0	25,000	10,000	----------
Phoenix	520,000	1,715	340,000	2,064	140,000	18,000	20,000	2,000
Portland	410,000	708	240,000	1,578	120,000	30,000	20,000	----------
Sacramento	90,000	174	60,000	61	5,000	15,000	10,000	----------
Washington	85,000	63	30,000	74	15,000	30,000	10,000	----------
Total	2,850,000	7,328	1,920,000	8,229	600,000	183,000	140,000	7,000

(*a*) Regular maintenance: 7,328 miles of heavy traffic roads, $1,920,000; this sum provides for surface repair, blading, snow removal, ditch cleaning, removing rock, trees, weeds, and maintaining bridges and culverts.

(*b*) Occasional maintenance: 8,229 miles of light traffic roads, $600,000; this sum provides for work required to keep secondary roads and trails open to travel, such as blading, removing slides, filling washouts, removing trees, and occasional shaping.

(*c*) Heavy maintenance (major restoration): $183,000; this sum provides for reshaping roadbed, resurfacing, seal coats, and major repairs to bridges and culverts.

(*d*) Special maintenance: $140,000; this sum provides for the repair of major damage caused by storms, fires, floods, etc.

(*e*) Flight strip maintenance: $7,000; this sum provides for surface blading of flight strips which have been constructed in areas not adequately served by roads, or for emergency air transportation.

6. Development of Indian arts and crafts

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Development of Indian arts and crafts	$126,523	$202,200	$300,000	+$97,800

Need for increase.—An increase of $97,800 is being requested. This increase would permit a strengthening of the overall program and give the Indian Arts and Crafts Board an opportunity to assist in other areas where such assistance is badly needed.

At the present time there is practically no assistance being given in the Portland area. Occasionally it is possible for the arts and crafts specialist in the Billings area to visit reservations in Washington and Oregon where the people are interested in developing arts and crafts programs, but a full-time arts and crafts specialist is needed in the area.

A full-time arts and crafts specialist is needed on the Papago Reservation. Basketry is the principal traditional craft of the Papagos. In recent years both the quantity and quality of their work has declined and they need the assistance of a full-time specialist to help them get a good production-sales program in operation.

Even though there has been some expansion in the Alaskan program, the size of the area to be covered is tremendous and at least one additional arts and crafts specialist is needed for specific duty in the Nome area. The craftspeople in this area are experts in so-called skin sewing—that is, the making of parkas and other wearing apparel from the fur of animals native to the region. The potential for a thriving arts and crafts organization is there, but assistance is needed particularly in the field of sound business practices.

Most of the Indian crafts organizations have very limited capital with which to operate. In some instances, members of the organization donate their time on a rotation basis to the day-to-day operation of their craft shops. In other instances, organization members are hired either as salespeople or as managers, and they of necessity are paid very low salaries. This in turn cuts down on the already limited operating capital and makes it very difficult for these groups to be successful financially. The Indian Arts and Crafts Board envisions the possibility of being able to set up manager positions which in reality would be on-the-job training for Indian people. They would work under the direct supervision of the arts and crafts specialist and in due time be able to take over the business management of the craft organization. The additional funds which the Indian Arts and Crafts Board is requesting would permit at least five of these training positions to be established.

In rounding out its program, the Indian Arts and Crafts Board need additional funds for supplies for experimental production work, exhibits, and purchase awards, and purchase of traditional craft specimens for the two Indian museums which are under its supervision. For a successful program, crafts production must not be allowed to become static and, in order to meet the changing needs of consumers and current market trends, experimental production work is necessary; and, of course, supplies are needed for such work. With regard to purchase awards, this is a means of offering encouragement and incentive to artists and craftsmen, which in turn strengthens the overall program. This will result in increasing the production of high-quality crafts and expanding the market therefor and thus augment the income of the Indian craftspeople.

Plan of work.—The act of August 27, 1935, created the Indian Arts and Crafts Board, prescribed its duties, and authorized the promotion and development of Indian arts and crafts, with the attendant expansion of markets for Indian products.

The Board consists of five members who serve without compensation. The act authorized payment of their travel and other expenses incurred as properly incidental to the performance of their official duties as members of the Board.

It is the duty of the Board to stimulate, encourage, and promote the development and expansion of Indian arts and crafts so as to increase the revenue from this source, to the end that arts and crafts may become a larger factor in the self-support and economic development of Indian people.

There are 15 employees, 13 of whom are in the field working directly with the Indian craftspeople. The work program is carried through by arts and crafts specialists who are located in strategic areas. While the advice and assistance of these arts and crafts specialists is available to individual Indian artists and craftsmen, experience has proven that is through the organization of Indian owned and operated production-sales associations or guilds that the greater number of craftsmen are benefited and the most successful programs developed. The ultimate goal is for these Indian crafts groups to become self-sufficient in the operation and management of their crafts organization. The Board assists these groups in developing sound business practices, including all phases of production, marketing, publicity, and advertising, and in emphasizing the necessity of maintaining high standards of workmanship and design.

7. Management of Indian trust property

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Land management	$3,549,882	$3,714,734	$4,256,000	+$541,266
(*b*) General trustee services	912,387	923,314	993,000	+69,686
(*c*) Employee compensation payments			19,000	+19,000
Total	4,462,269	4,638,048	5,268,000	+629,952

(*a*) *Land management*

The estimate of $4,256,000 is an increase of $541,266 to cover the following items:

1. For the land records improvement program $50,000. This is a 5-year program planned to reach peak activity in its third year of operation, 1963. Title plants have been established in the Aberdeen, Billings, Gallup, and Portland area offices. The major emphasis in 1963 will be on the preparation of reservation

land indexes and current title status report in those areas, with preliminary studies of the extent of the workload in the remaining areas of the Bureau to determine the desirability of constructing additional title plants or handling the remaining work through consolidated title plants.

2. $491,266 to provide additional evaluation and economic investigative analysis services, including additional personnel as follows:

3 GS–12 minerals evaluation engineers.
9 GS–11 journeymen real estate appraisers.
2 GS– 9 real estate appraisers.
24 GS– 7 trainees in real estate appraising.
15 GS– 4 clerical and stenographic supporting staff.

The balance to be expended for contract services in special problem categories to supplement the Bureau's program function.

Need for increases.—At the present time the existing appraisal staff is unable to meet the demands for professionally prepared estimates of value in approximately 65 percent of the realty transactions being processed in the Bureau. Over and above the need to meet this workload in the day-to-day realty caseload is the need to plan ahead and to anticipate problems and be prepared for opportunities in the administration of the Federal Government's trust responsibility for management of 52,495,353 acres of land in the Indian trust estate.

In a report, prepared for the Interior Department, dealing with the activities relating to the management and use of natural resources, the staff of Resources for the Future Inc., summarized the long-range view as follows:

"The pace of development in this country is rapid. Population increased from 75 million in 1900 to 180 million in 1960; by 2000 there may well be 330 million. The national economy has grown from about $80 billion in 1900 to $500 billion in 1960. By 2000, it may increase by more than four times to a total in excess of $2,000 billion.

"Supporting national growth are the basic natural resources and raw materials, and the services derived from them. * * * On an annual basis fuel consumption may rise from 46 to 130 quadrillion B.t.u.'s; iron ore consumption from 130 to 300 million tons; timber consumption from 11 to 36 billion cubic feet; fertilizer from 8 to 42 million tons of nutrients; use of parks, recreation, and natural areas, not counting city parks and playgrounds, from 600 million to 9,800 million visits. These rough estimates assume an overall rate of economic growth of about 3.7 per cent per year. If the annual growth rate should turn out to be 4 or 5 percent, as many believe possible, then the future requirements for most natural resources and raw materials would be considerably larger than the estimates just given."

It is significant that the Indian reservation areas of the West include vast acreages of relatively unexplored and unexploited natural resources and that the explosively accelerating demand for these resources will manifestly have a greater impact in many Indian reservations than in other federally managed areas. At this moment great interest is being displayed in the mineral potential of vast untouched areas of the Navajo Reservation in Arizona, and the demand for leases on areas potentially attractive for recreational development is widespread throughout Indian country.

Although we are here immediately facing the job to be done in 1963, the work must be accomplished with the next quarter of a century and more in view. The realty cases presently being processed under long-term lease authorities, for both surface and mineral interests, are shaping the economy of Indian people so far as it is based on income from their land resources, which constitute a significant percentage of the Federal Government's responsibility in the resources field. Contracts for use of lands with 25- or 50-year terms, and longer where specially authorized, will live long after those now administering them. The degree of competence with which these contracts are presently formulated will be reflected well into the 21st century. The time is past when we should have had available to guide Indian land administration the most comprehensive analysis of the economic potential of the Indian lands and the most thorough and well-documented studies of their yield, dollarwise, presently and prospectively, to assure that plans for development achieve the object of optimum use and maximization of income. Recognizing these immediate needs, this budget request includes provision for staff, trained and in training, to furnish competent, technical guidance to achieve these objectives.

Plan of work.—The Bureau will continue to meet the need of the Indian landowners for realty transactions consistent with the Federal Government's trust responsibility involving "traditional" realty activities, leases of the surface and of mineral interests, exchanges, partitions, sales, and acquisitions of which there

were in fiscal 1961 a total of 33,694 transactions. There is a rapidly accelerating demand for the development of Indian lands suitable for recreational, industrial, and residential purposes. There is a continuing steady demand for the use of Indian lands for agricultural purposes under leases and permits. Mineral leasing activities, including the development of oil and gas, continues steadily in the developed areas and is the subject of an acute interest in previously unexplored areas.

Basic to all of these real estate functions is the requirement of determining the values involved and preparation of appraisals of fair market value to guide the Indian landowners and the Bureau's administrators in forming enlightened judgment on management objectives, and to form a realistic economic background for real estate development, to achieve optimum use and maximization of income, in committing Indian lands to that use which will, over a period of time, return the greatest net to the Indian land.

The plan of work also includes the expenditure of $125,000 for new surveys of Indian lands and relocating boundaries of Indian lands now in dispute. It is expected that Bureau of Land Management will make a major part of the surveys, but much of the need will be met by contract with qualified engineers locally. In addition to continuing to resolve disputed boundaries and to make initial surveys in previously unsurveyed areas along the Colorado River and elsewhere in the Southwest, there is need for a substantial survey program in defining the boundaries of reserves for the natives and for administrative purposes in Alaska, and to continue with estimated completion, in 1963, the location and monumenting of individual assigned holdings in the Cherokee Reservation, N.C.

(*b*) *General trustee services*

The estimate of $993,000 is an increase of $69,686.

Need for increase.—The increase of $69,686 will primarily provide funds for positions and expenses currently being financed from Indian moneys, proceeds of labor, agencies, schools, etc., which will no longer be available for supplementation and for increased cost for travel, supplies, and services required in carrying out the functions of this program.

Plan of work.—The Bureau is charged by various laws and regulations with the trust responsibility of accounting for and disbursing individual Indian monies which come into the custody of Bureau officials as a result of administering trust or restricted properties of individual Indians, through per capita payments, judgments, awards, and claims. Indian Service special disbursing agents are designated to carry out these responsibilities.

In addition, trustee management is required for minors and those Indians who are unable to manage their affairs because of the lack of training in business affairs and the difficulties of communication due to inability to speak English. Such management includes the disbursement of funds under a planned program for the care of minors, with portions set aside for investment purposes for future use.

This subactivity also finances positions of field representatives who serve as contact representatives with the Indians at the reservation level and who perform work connected with the activities concerned with administration of trust properties.

The realty, forestry, irrigation, credit, welfare, and other activities of the Bureau and the Geological Survey and Bureau of Land Management are directly affected by the management and operation of Indian money banks.

(*c*) *Employee compensation payments*

The increase of $19,000 will provide for funds to reimburse the employees' compensation fund for payments made on account of the injury or death of employees under the jurisdiction of this agency as required in section 209 of Public Law 86–767.

8. Repair and maintenance of buildings and utilities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Repair and maintenance of buildings and utilities	$4,822,970	$8,532,692	$9,562,000	+$1,029,308

Need for increase.—The program increase of $1,029,308 is to provide funds to repair and maintain buildings and utilities constructed in fiscal year 1962 for which funds have not previously been appropriated and to continue efforts to eliminate a backlog of deficiencies contributing to unsafe and unsanitary facilities. There has been constructed in fiscal year 1962 approximately 1,649,000 square feet of buildings and 280 individual utility systems. It is imperative that a reasonable level of maintenance be retained, and the increase requested will enable the Bureau to provide an essential repair and maintenance program commensurate with sound engineering principles to insure continued operation of its plants and facilities on an economical basis.

Plan of work.—The repair and maintenance of buildings and utilities is a continuing program. Funds requested are used to provide normal maintenance and repairs to Bureau physical plant facilities located throughout the continental United States and Alaska. These facilities include 8,515 individual buildings having a total floor area of 25,949,000 square feet and approximately 8,800 separate utility systems. These include (1) 457 water systems comprising 520 water storage tanks having a capacity of 11,300,000 gallons; 468 wells with pneumatic systems, chlorinators, filters, clarifiers, water softeners, sump and settling tanks, sprinkler irrigation systems, fire hydrants and mains, and more than 4,200,000 linear feet of water distribution systems; (2) 461 sewerage systems comprising 480 septic and Imhoff tanks having a capacity of 3½ million gallons; 430 individual sewage ponds and disposal fields with a capacity of 400 million gallons, storm sewers, filter beds, lift stations, sumps and pumps, cesspools and 1,620,000 linear feet of sewer systems, 86,800 plumbing fixtures including water closets, urinals, showers, tubs, lavatories, sinks, fountains, etc.; (3) 2,750 fuel systems comprising 1,200 liquid petroleum gas systems, with a capacity of 700,000 gallons and 500,000 linear feet of distribution lines; approximately 1,300 oil storage tanks with a capacity of 3 million gallons and 60,000 linear feet of distribution lines; 250 coal storage bunkers with a capacity of over 150,000 tons; (4) 326 electric systems with 400 electric generators (diesel, gas, steam) with a capacity of 17,000 kilowatts, distribution systems approximating 350 miles in length; (5) 273 communications systems, comprised of 25 telephone systems having 1,300 switchboards and 4,000 miles of telephone lines and 248 radio systems with some 750 radio receivers and transmitters having an output of more than 130,000 watts; (6) 2,764 heating systems, including 700 heating plants (oil fired, gas fired, high pressure) having a capacity of 35,000 horsepower, and some 2,064 individual low-pressure heating systems; (7) miscellaneous systems including 200 walk-in refrigeration units of 150,000 cubic feet capacity, 200 air-conditioning systems totaling 1,200-ton capacity; more than 400 individual locations having in excess of 40,000 acres of ground, 10,000 acres of lawns, 2 million linear feet of sidewalks, curbs, and gutters, 3 million linear feet of fencing, and items such as garbage dumps, land fills, air compressors, gasoline storage tanks, railroad sidings, docks, windmills, fire lookout towers, etc.

In most locations no commercial facilities are available and the Bureau must provide complete services for each of the installations, including all utilities required to operate schools, dormitories, kitchen and dining halls, office buildings, quarters, shops, garages, educational and recreational facilities, et cetera, which are required in the execution of the Bureau's various programs.

Utilities maintained at most locations are equivalent to those of an average community and in many locations are much more extensive due to central plants which provide electrical power, hot water, steam, et cetera. In addition to normal operating requirements these systems must be maintained on an uninterrupted 24-hour basis to insure the health and safety of Indian school children and Bureau personnel. Occupancy of most Bureau facilities on a 24-hour basis places increased loads on plants which accelerates deterioration and requires more than normal time and expenditures to keep the buildings and utilities in operating condition. Boarding schools where young children are housed 24 hours a day are subjected to more than normal wear and the incidence of breakage and damage to glass, paint, fixtures, et cetera, is many times that usually encountered in normal building occupancy. The repair and maintenance of the Bureau's plants and facilities are further aggravated as a result of substantial increases in wage rates and material cost during the past 3 years and the completion of new construction which materially increased the area of building space and number of other plant facilities to be maintained.

Repair and maintenance of buildings and utilities

	Actual, fiscal year 1961			Programed, fiscal year 1962			Estimated, fiscal year 1963		
	Unit of measure	Routine and preventive repair and maintenance	Correction unsafe and unsanitary conditions	Unit of measure	Routine and preventive repair and maintenance	Correction unsafe and unsanitary conditions	Unit of measure	Routine and preventive repair and maintenance	Correction unsafe and unsanitary conditions
Utilities:									
1. Heating and powerplants	2,584	$296,330	$76,770	2,690	$600,700	$152,000	2,764	$766,500	$98,300
2. Electrical generating plants	295	167,920	52,080	303	307,800	83,000	326	381,000	53,600
3. Water plants and facilities	407	177,800	50,500	420	389,900	101,300	457	485,500	65,700
4. Sewage plants and facilities	412	98,780	11,820	432	282,000	73,700	461	347,000	47,000
5. Fuel systems and facilities	2,605	29,630	35,870	2,680	123,200	32,200	2,750	152,500	20,200
6. Communications	282	158,040	9,160	278	184,700	4,600	273	230,000	3,400
(a) Telephone	(40)			(34)			(25)		
(b) Radio	(242)			(244)			(248)		
7. Refrigeration and air conditioning	900 tons	59,260	10,740	1,000 tons	164,200	13,700	1,200 tons	192,500	10,000
Subtotal		987,760	246,940		2,052,500	460,500		2,555,000	298,200
Services:									
1. Garbage and refuse collection and disposal.	400	14,500	3,200	400	65,600	19,000	400	76,500	11,800
2. Plant protective services		10,300	1,100		38,300	9,500		43,000	5,900
3. Fire protection and preventive services.		36,970	15,230		104,000	22,000		118,500	14,500
4. Custodial and janitorial services	23,485,000 square feet	14,000	900	24,300,000 square feet	49,100	8,000	25,949,000 square feet	57,000	5,000
5. Rodent and pest control	400	3,900	100	400	22,000	5,000	400	27,500	3,900
6. Vehicle garage services		34,200	7,600		44,000	7,500		49,000	5,000
7. Grounds and landscaping	48,000 acres	91,700	23,270	50,000 acres	224,000	48,000	50,000 acres	267,000	30,000
Subtotal		205,570	51,400		547,000	119,000		638,500	76,100
Buildings and structures:									
1. Plumbing	23,485,000 square feet	275,840	79,360	24,300,000 square feet	595,000	190,000	25,949,000 square feet	730,500	119,900
2. Electrical	do	229,860	102,040	do	556,000	159,000	do	681,500	98,900
3. Structural	do	1,792,940	543,260	do	2,817,200	694,292	do	3,489,500	452,700
Subtotal		2,298,640	724,660		3,968,200	1,043,292		4,901,500	671,500
Capital equipment		248,000	60,000		274,000	68,200		380,000	41,200
Total		3,739,970	1,083,000		6,841,700	1,690,992		8,475,000	1,087,000
		4,822,970			8,532,692			9,562,000	
Number of individual buildings	8,285			8,310			8,515		
Average cost per square foot of buildings		0.098			0.163			0.189	

9. Operation, repair and maintenance of Indian irrigation systems

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Operation, repair and maintenance of Indian irrigation systems	$940,521	$1,087,800	$1,250,000	+$162,200

The estimate of $1,250,000 represents a net increase of $162,200 over the amount made available for this activity for the fiscal year 1962. This increase will provide funds for increases in annual operation and maintenance costs resulting from increases in the cost of material, supplies and labor and increases in annual assessment rates by public and private irrigation and water users associations embracing Indian-owned lands; payment of operation and maintenance assessments formerly paid in full or in part from tribal funds which are no longer available; major repairs beyond the financial ability of the Indians to pay; increases in the number of individual Indians who are financially unable to pay the charges assessed against their lands; and for more adequate and proper maintenance.

The total request is to cover annual operation and maintenance charges assessed against Indian-owned lands included within various private and public irrigation districts and water user associations; annual contract payments authorized by the Congress; and annual operation and maintenance costs for those projects not included within private or public irrigation districts and water user associations.

There are approximately 300 irrigation systems on various Indian reservations west of the Mississippi River, ranging in size from tracts of a few acres such as subsistence garden tracts to major projects of over 100,000 acres.

All collections are deposited in the operation and maintenance receipt account and are available for operating and maintaining the respective projects pursuant to the provisions of the act of August 7, 1946 (60 Stat. 895). These collections include payments by water users not only for current annual assessments for operation and maintenance costs, but also amounts collected on prior year assessments. Where non-Indians receive water services from Indian irrigation systems they are required to pay the full per acre cost. The above referred to irrigation systems and projects fall in the following categories:

1. Projects which are economically feasible on the basis that there is a sufficient quantity of water to supply the assessable area. The lands have characteristics which will produce crops under sustained irrigation and have repayment capabilities which will permit landowners and water users as a whole to pay the full annual cost of operating and maintaining the system. The assessment rates on these projects are fixed to return the full operation and maintenance cost. Any unpaid assessment becomes a lien against the land for which the assessment is not paid.

Funds requested for payment of assessments under this category will be used when necessary to pay into the collection account that part of the uncollectible current annual per acre assessment against Indian-owned lands. Funds so paid into the collection account to cover such unpaid assessments become reimbursable debts due the United States.

2. Projects where the repayment capabilities of the land will not permit payment of the full annual operation and maintenance costs. Assessment rates for Indian water users on these projects are based on the ability of the Indian to pay and therefore do not cover the full cost of operation and maintenance. All or any portion of any unpaid assessment becomes a lien against the land for which such assessment is not paid.

Funds requested for payment of costs under this category will be used when necessary to pay into the collection account that part of the annual operation and maintenance cost on Indian-owned lands in excess of the annual assessment and any part of the uncollectible annual per acre assessment against Indian-owned lands. Funds so paid into the collection account to cover these costs become reimbursable debts due the United States when used to pay all or any part of the annual costs included in the assessment rate. Costs in excess of the assessment rate are nonreimbursable.

3. Irrigated areas, such as subsistence garden tracts and tracts of a few acres which do not represent economical units but do provide Indian landowners with a means of supplementing their livelihood. Because of the low income of the Indian landowners and water users on these irrigated areas and tracts, it is not

feasible from an economic standpoint to assess these lands. Accordingly the operation and maintenance costs are nonreimbursable and do not become a lien against the lands benefited.

Funds requested for payment of costs under this category will be used when necessary to pay into the collection account the total cost for operation and maintenance of these subsistence garden tracts and irrigated areas, or if no collection account has been established and it is not desirable or proper to establish such an account, the funds will be expended when necessary directly from the appropriation account.

4. Irrigation systems and reservoirs serving Indian-owned lands located within and operated by various private and public irrigation districts and water users associations. Assessments for operation and maintenance of the irrigation systems and reservoirs serving these Indian-owned lands are made by the irrigation district or water users association embracing and serving such Indian-owned lands.

Funds requested for payment of assessments under this category will be used when necessary to pay into the collection account for payment to private and public irrigation districts and water users associations for operation and maintenance costs assessed for Indian-owned lands included within such irrigation districts and water users associations. Funds used for payment of assessments covering these costs are reimbursable and become debts due the United States except for those payments that are nonreimbursable by legislation.

5. Projects that are operated by this Bureau at no cost to the Indian landowners and water users as provided for under legislation.

Funds requested for payment of assessments under this category will be used when necessary to pay into the collection account appropriated funds for irrigation projects operated by this Bureau at no cost to the Indian water users as required by legislation.

Summary by subactivity

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Annual assessment payment	$98,351	$105,185	$113,262	+$8,077
(*b*) Annual water payments	20,000	40,000	40,000	
(*c*) Operation and maintenance of irrigation systems	822,170	942,615	1,096,738	+154,123
Total	940,521	1,087,800	1,250,000	+162,200

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$24,740,435	$29,025,138	$34,417,000	+$5,391,862
Transferred to "Operating expenses, public buildings," General Services Administration (75 Stat. 353)		49,862		−49,862
Unobligated balance lapsing	120,565			
Appropriation	24,861,000	29,075,000	34,417,000	+5,342,000
Obligations by objects:				
11 Personnel compensation	16,157,157	17,033,003	19,476,020	+2,443,017
12 Personnel benefits	1,146,140	1,348,340	1,592,742	+244,402
21 Travel and transportation of persons	715,628	1,014,674	1,194,895	+180,221
22 Transportation of things	290,108	532,720	665,338	+132,618
23 Rents, communications, and utilities	678,508	783,184	959,120	+175,936
24 Printing and reproduction	34,433	38,200	49,529	+11,329
25 Other services	1,668,633	2,781,918	3,621,785	+839,867
Services performed by other agencies	251,000	242,000	242,000	
26 Supplies and materials	2,560,344	4,160,048	4,984,120	+824,072
31 Equipment	905,633	778,287	1,274,687	+496,400
32 Lands and structures	103,880	111,200	111,200	
41 Grants, subsidies, and contributions	592,529	600,608	625,608	+25,000
42 Insurance claims and indemnities	10,097	11,450	30,450	+19,000
Subtotal	25,114,090	29,435,632	34,827,494	+5,391,862
Deduct quarters and subsistence charges	373,655	410,494	410,494	
Total obligations	24,740,435	29,025,138	34,417,000	+5,391,862

TIMBER SALES

Chairman HAYDEN. I note that the request for timber sales funds is $260,900 greater than the amount made available last year. Are there any particular reservations on which this increase will be placed?

Mr. NASH. Senator, are you referring now to the Branch of Forestry?

Chairman HAYDEN. Yes, timber sales.

Mr. NASH. Yes, sir. We can give you a list of the projects which are underway and which will be undertaken by our Forestry Branch. The purpose of this appropriation is to improve our timber sales and increase the speed at which this resource is realized in terms of income to the Indians so that the stands will not just be getting old without being cut up at the proper time and we could supply you with a list of the reservations and the locations.

Chairman HAYDEN. I would like to have the receipts from timber sales by reservation. Place it, reservation by reservation, in the record.

Mr. NASH. Reservation by reservation; yes, sir.

(The information referred to follows:)

Volume and value of timber cut under contract and paid permit

Area and agency	Actual, calendar year 1961		Estimate, fiscal year 1962		Estimate, fiscal year 1963	
	Volume, 1,000 feet board measure	Receipts (dollars)	Volume, 1,000 feet board measure	Receipts (dollars)	Volume, 1,000 feet board measure	Receipts (dollars)
Aberdeen, total	216	1,327	200	1,330	200	1,330
Fort Berthold	58	460	30	430	30	430
Pine Ridge	44	468				
Winnebago	114	399	170	900	170	900
Billings, total	28,983	442,985	28,050	489,950	29,600	562,600
Blackfeet	54	233	500	2,750	500	3,000
Crow	188	2,373	300	3,000	500	5,000
Flathead	27,774	435,168	25,750	474,700	26,000	540,000
Fort Belknap	176	1,198	500	1,750	500	2,000
North Cheyenne	499	2,637	500	5,250	1,000	9,000
Wind River	292	1,376	500	2,500	500	3,600
Gallup, total	23,214	193,603	51,050	504,100	75,000	885,000
Consolidated Ute	1,390	11,117	3,000	30,200	4,000	48,000
Jicarilla	2,088	24,711	5,000	40,500	7,000	90,000
Mescalero	7,946	88,663	12,000	186,000	20,000	300,600
Navajo	11,054	57,220	30,000	240,100	42,000	425,000
United Pueblos	232	2,977	250	2,500	1,000	10,000
Zuni	504	8,915	800	4,800	1,000	12,000
Minneapolis, total	32,569	599,246	18,000	193,300	27,000	264,600
Great Lakes	1,893	25,364	2,000	25,250	3,000	40,000
Menominee [1]	15,708	401,992				
Minnesota	14,968	171,890	16,000	168,050	24,000	224,600
Muskogee, total	1,057	29,256	2,040	45,720	2,000	48,000
Choctaw	114	2,257	2,040	45,720	2,000	48,000
Five Civilized Tribes	943	26,999				
Phoenix, total	52,211	407,395	54,493	434,256	77,500	837,000
Colorado River	4,980	47,286	1,055	10,030		
Fort Apache	45,821	351,185	48,849	393,415	63,000	696,000
Nevada	745	4,660	2,000	13,300	2,000	12,000
San Carlos	450	2,899	2,389	15,511	8,500	97,000
Uintah and Ouray	215	1,365	200	2,000	4,000	32,000
Portland, total	322,263	5,051,111	363,400	5,764,170	425,700	7,598,745
Colville-Spokane	82,374	1,476,889	85,000	1,500,670	100,000	1,825,545
Northern Idaho	1,010	27,215	4,000	51,000	6,500	90,000
Umatilla	2,660	37,732	12,900	177,000	4,000	80,000
Warm Springs	37,685	627,994	46,500	835,500	61,200	1,440,200
Western Washington	116,106	1,314,410	130,000	1,600,000	154,000	1,833,000
Yakima	82,428	1,566,871	85,000	1,600,000	100,000	2,330,000
Sacramento, total	54,534	1,360,884	55,000	1,380,125	48,500	1,164,000
Fort Bidwell	431	6,769				
Hoopa Valley	37,580	1,101,657	38,000	1,100,100	29,500	874,000
Round Valley	2,803	28,485	2,000	30,000	4,000	60,000
Tule River	13,720	223,973	15,000	250,025	13,000	220,000
Other					2,000	10,000
Washington office, total	1,430	6,103	2,800	66,000	3,100	44,000
Cherokee	1,402	5,964	2,300	56,000	2,300	29,000
Seminole	28	139	500	10,000	800	15,000
Grand total [2]	516,477	8,091,910	575,033	8,878,951	688,000	11,405,275

[1] Federal trust terminated Apr. 30, 1961.

[2] P. 40 of budget as presented to Congress shows estimate for fiscal year 1962 as 630,750,000 board feet, and cash receipts of $10,631,700. Data in this tabulation is from revised estimates subsequently obtained from the field. Falloff is primarily a reflection of depressed market conditions in the forest products industries.

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DISPOSITION OF RECEIPTS

Chairman HAYDEN. Are these receipts returned to the Treasury to reimburse the United States for provisions made for forest activities on Indian reservations? If not, what disposition is made of them?

Mr. NASH. You are correct. They are placed in the Treasury.

RELATION OF PRODUCTION TO COST

Chairman HAYDEN. Does whatever payment is made to the United States cover the total cost of administering timber sales and furnishing forest protection, including firefighting and fire-suppression activities?

Mr. NASH. Mr. Kephart, the Chief of the Forestry Branch, is here. I would ask him to answer that question.

Mr. KEPHART. The production, Senator, does not cover the entire cost.

FORT APACHE RESERVATION

Chairman HAYDEN. What about Fort Apache?

Mr. KEPHART. It does not cover the Fort Apache Reservation. The Fort Apache Reservation, for fiscal year 1961, spent $163,000. That was broken down to $65,000 for timber sales, $82,000 for fire control, not including the direct administration expense, and $16,000 for forest management activities. This is a total of $163,000 in fiscal year 1961, with deduction of $40,000; 1961 is not a very good year for comparative purposes because, as you realize, the lumber industry and the forest products industry are in a severe slump. Our volume of sales would parallel the national experience.

Chairman HAYDEN. I realize they receive a very substantial revenue every year from the timber sales, but there is a like situation in the national forests. They just have not received enough for the lumber available. Substituting of plastics and aluminum and other things makes a difference.

Mr. KEPHART. The total number of housing starts is a very important thing. For Fort Apache, the cumulative records for 1917 to 1961 as we have it showed the expenditure of funds of a little over $2 million. The deductions were $811,000, so we spend $1¼ million more than deductions. For the period 1931 to 1961, the tribe spent $308,000 and there were no reduction returns. The tribe is helping to pay the cost of the Federal funds. The present policy is that 10 percent is as much as should be charged.

RANGE MANAGEMENT PLANS

Chairman HAYDEN. You request $1,570,800 for development and implementation of range management plans, an increase of $251,353 over the amount available during the current fiscal year. What is your estimate of grazing receipts during the coming fiscal year?

Mr. FRYER. May I supply that for the record?

Senator MUNDT. Also supply a State-by-State breakdown of where this money has been spent and where you expect to spend it next year; the committee grants your request.

Mr. FRYER. We shall.

Chairman HAYDEN. Will these receipts be used to reimburse the United States to the extent of the funds appropriated for rangelands?

Mr. FRYER. No; they are not.

(The information referred to follows:)

The estimated grazing receipts for the fiscal year 1963 is $3,527,000.

The actual expenditures for fiscal year 1961 and estimated expenditures for fiscal years 1962 and 1963 for range-land funds are as follows:

State	Actual expenditure fiscal year 1961	Estimated expenditure fiscal year 1962	Estimated expenditure fiscal year 1963
Alaska	$16,994	$17,000	$20,000
Arizona	401,010	408,463	443,496
Colorado	9,142	9,849	10,150
Idaho	12,785	11,297	29,556
Montana	160,024	165,864	190,288
Nevada	24,011	25,157	32,000
New Mexico	307,766	305,576	400,354
North Dakota	52,160	53,264	63,661
Oregon	39,659	38,910	39,558
South Dakota	134,773	136,136	175,739
Utah	21,603	22,755	25,800
Washington	32,288	35,793	46,886
Wyoming	44,589	40,783	42,712
District of Columbia	43,930	48,600	50,600
Total	1,300,734	1,319,447	1,570,800

FIRE SUPPRESSION

Chairman HAYDEN. Now, with regard to fire suppression for which you ask $140,000 in fiscal 1963, the same amount as was provided for fiscal 1962, but which is now subject to an increase through a supplemental appropriation bill. What has been your average fire suppression cost over the past 10 years?

Mr. NASH. Mr. Kephart?

Mr. KEPHART. I am not sure whether we have it.

Chairman. HAYDEN. You may place in the record the answer to my question.

Mr. KEPHART. Yes, sir.

(The information referred to follows:)

Fire suppression costs for the fiscal years 1952–61

Fiscal year	Appropriated Federal funds		Tribal funds	Total costs
	Fire suppression	Forest and range lands		
1952	$241,791	$35,106	$30,128	$307,025
1953	112,028	34,457	16,900	163,385
1954	150,722	27,311	27,660	205,693
1955	115,208	18,726	21,501	155,435
1956	225,408	19,735	59,191	304,334
1957	281,644	30,631	57,869	370,144
1958	209,888	25,600	37,171	272,659
1959	521,734	59,367	35,133	616,234
1960	439,886	29,057	29,020	497,963
1961	1,206,249	65,770	42,120	1,314,139
Total	3,504,558	345,760	356,693	4,207,011
10-year average	350,456	34,576	35,669	420,701

EFFORT TO AVOID SUPPLEMENTAL REQUESTS

Chairman HAYDEN. Have you considered increasing the amount of your budget estimate with a view to avoiding a supplemental request each year?

Mr. MASSEY. We have considered that, Mr. Chairman. The difficulty is determining what amount we will need.

Chairman HAYDEN. That same question arises with respect to the Forest Service. You never know whether you are going to have a very dry year and a lot of fires or not.

Senator MUNDT. You cannot change the weather you get, can you?

Mr. MASSEY. No.

PUMPING ON SAN CARLOS IRRIGATION DISTRICT

Chairman HAYDEN. Last fall, pumping on the San Carlos Indian irrigation project had to be stopped for the reason that the San Carlos Irrigatlon & Drainage District, comprising the non-Indian lands, was unable to supply funds to meet its share of the cost of pumping. I understand that all available water from whatever source is owned jointly by the Indians and non-Indians, and any which would have been pumped with Indian funds would also have been available to the non-Indian landowners. What solution, if any, was finally reached with regard to this problem?

Mr. NASH. We had some negotiations and discussions on that. Most of those projects down there would be solved by getting into a wetter cycle. We had very good news from the acreage behind Coolidge Dam earlier in the winter. I do not have it in the last couple of weeks.

Chairman HAYDEN. I realize it has been a very dry year and there has been more colder weather than for many years past.

Mr. NASH. At the time we cut off the pumping, Mr. Chairman, Coolidge reservoir was down to about 16,000 or 17,000 acre-feet. About a month ago, which is the last figure I happen to have in my recollection, it was up to 120,000 acre-feet, which is very encouraging to us. There are some negotiations going on now.

Chairman HAYDEN. Unfortunately, a great engineering mistake was made by the Army Engineers a long time ago, who estimated that there was more water in the river than there turned out to be. Therefore more land was included for both Indians and whites for the purpose of irrigation than was justified. We have tried to remedy it in various ways and the storage of these river floods will help some. Further than that, if Arizona gets a suitable settlement in the Supreme Court we can get some Colorado River water which will help those areas quite a bit.

PINE RIDGE IRRIGATION PROJECT

Senator MUNDT. I notice your budget includes several items on construction and rehabilitation of various irrigation projects. What is the present status of the Pine Ridge irrigation system?

Mr. NASH. I am not familiar with any irrigation system on Pine Ridge. Mr. Cornelius?

Mr. CORNELIUS. I do not know the status of that project.

Senator MUNDT. Can you pick it up and put it in the record at this point? And if there are any recommendations you have about moving ahead on it, also supply that.

Mr. CORNELIUS. Yes.

(The information referred to follows:)

During fiscal year 1961, land designation and soil studies were made on this unit and a part of a completion study to determine the feasibility of reconstruction. An economic study is also in process. The engineering studies will be started as soon as conditions permit.

Until the overall study is completed we cannot make any recommendations as to this unit.

CONSTRUCTION

Chairman HAYDEN. The fiscal year 1963 budget estimate for construction is $54,765,000, an increase of $14,172,689 over the amount of funds available during fiscal year 1962. The justifications for this request will be included in the record.

(The justification follows:)

BUREAU OF INDIAN AFFAIRS—CONSTRUCTION

Appropriation, 1962		$39, 561, 000
Transferred to General Services Administration (75 Stat. 353)		1, 011
Appropriation (adjusted)		39, 559, 989
Unobligated balance from prior years		1, 032, 322
Total available for obligation		40, 592, 311
Decreases:		
Buildings and utilities	$36, 274, 304	
Irrigation systems	4, 280, 721	
Land acquisition	37, 286	
		40, 592, 311
Subtotal		----------
Increases:		
Buildings and utilities	50, 483, 000	
Irrigation systems	4, 282, 000	
		54, 765, 000
Budget estimate, 1963		54, 765, 000

Analysis by activities

Activity	Amount available, 1962	Fiscal year 1963			Total available, 1963 compared to total available, 1962
		Unobligated balance from prior year	Budget estimate	Estimated total available	
1. Buildings and utilities	$36, 274, 304	----------	$50, 483, 000	$50, 483, 000	+$14, 208, 696
2. Irrigation systems	4, 280, 721	----------	4, 282, 000	4, 282, 000	+1, 279
3. Land acquisition	37, 286	----------	----------	----------	−37, 286
Total	40, 592, 311	----------	54, 765, 000	54, 765, 000	+14, 172, 689

1. Buildings and utilities, $50,483,000

Construction of education facilities to reduce out-of-school backlog.—The 1962 budget estimate projected a backlog of 4,339 children on the Navajo Reservation in Arizona and New Mexico, in Alaska and in Mississippi who would be without school facilities at the start of the school term September 1962, plus the normal increase in the school population. Actual experience requires this projection to be adjusted to account for 278 less seats than were estimated and 348 more pupils than were projected, adjusting the projected backlog to 4,965. The projected increase in school population for 1963 is 2,226, making a total of 7,191 requiring seats by September 1963. The 1963 budget includes funds to provide for 3,690 additional seats, leaving a projected out-of-school backlog of 3,501 to be provided for in subsequent years, plus the normal annual increase of children becoming of school age.

This estimate also provides for the construction of 330 additional seats in school facilities in locations other than Navajo, Alaska, and Mississippi to relieve overcrowding, and provide space for normal increase in school-age population. The estimate also provides for the replacement of 3,630 seats in some of the most hazardous, unsafe, and substandard buildings in the existing Bureau school plants.

Advance planning.—To permit construction of the needed educational facilities in a timely manner, the Bureau proposes to continue its advance planning program. This program will allow the Bureau to keep pace with the number of children who annually become of school age and to overcome the backlog of out-of-school children in a most expeditious manner. Under this program, drawings and specifications can be prepared in advance and construction can proceed immediately upon availability of funds.

Other needed facilities.—This estimate includes programs for improvements of water, sewer, and other utilities at locations where there is an urgent need of improvement. Also programs for much needed jails as well as housing for employees, which are urgently needed in order to recruit and retain staff personnel to carry out the Bureau programs. An estimate for the major alterations and improvements to some of the existing buildings and utilities systems is also included.

The problems confronting the Bureau.—While excellent progress has been made toward providing educational facilities for children who have not previously had classroom space, the need is still great to overcome three serious problems that continue to confront the Bureau. The three problems are (1) constructing adequate educational facilities for children still out of school, those who will become of school age in subsequent years, and those children now being housed in seriously overcrowded existing buildings; (2) constructing adequate housing for Bureau employees in isolated areas; and (3) replacement of ancient, obsolete, and substandard buildings and equipment which are unsafe for occupancy and require excessive expenditures to maintain.

Buildings and utilities construction program, fiscal year 1963

Summary of projects by States	Additional spaces	Replacement spaces	Estimated cost
A. STATES OTHER THAN NAVAJO-HOPI			
Alaska:			
Alitak School	0	30	$141,000
Barrow utilities	0	0	540,000
Eagle School	0	30	159,000
Fairbanks School (advance planning)	0	0	350,000
Hooper Bay School	90	120	519,000
Kiana School	60	60	387,000
Kwethluk School	60	30	230,000
Newktok School	60	0	191,000
Noatak School	60	60	378,000
Nondalton School	0	60	219,000
Old Harbor School	0	60	194,000
Oscarville School	30	0	158,000
Scammon Bay School	30	30	196,000
Stebbins School	0	60	192,000
Tanunak School	0	60	188,000
Tatitlek School	30	30	186,000
Tetlin School	0	30	160,000
Total, Alaska	420	660	4,388,000
Arizona:			
Phoenix classroom building	0	1,020	922,000
Phoenix girls' dormitory	0	(256)	745,000
Salt River water and sewer	0	0	75,000
Total, Arizona	0	1,020	1,742,000
California: Sherman boys' dormitory	0	(256)	690,000
Montana:			
Blackfeet dormitory	0	(160)	665,000
Busby fire station	0	0	24,000
Northern Cheyenne jail	0	0	163,000
Total, Montana	0	0	852,000

Buildings and utilities construction program, fiscal year 1963—Continued

Summary of projects by States	Additional spaces	Replacement spaces	Estimated cost
A. STATES OTHER THAN NAVAJO-HOPI—Continued			
Nevada:			
Owyhee jail	0	0	157,000
Stewart School dormitory rehabilitation	0	0	383,000
Total, Nevada	0	0	540,000
New Mexico: Mescalero water and sewer	0	0	250,000
North Dakota:			
Belcourt additional facilities	0	0	553,000
Fort Yates Elementary School	180	180	915,000
Mandaree High School	120	0	495,000
Wahpeton dormitories	0	(256)	739,000
Total, North Dakota	300	180	2,702,000
Oklahoma:			
Cheyenne-Arapaho storm shelters	0	0	42,000
Chilocco shop building	0	0	218,000
Fort Sill kitchen and dining hall	0	0	218,000
Riverside school and dining hall	0	120	367,000
Seneca School	30	180	379,000
Total, Oklahoma	30	300	1,224,000
South Dakota: Flandreau School	0	690	1,675,000
Utah: Uintah and Ouray water storage	0	0	42,000
Washington: Colville Agency sewage lagoons	0	0	76,000
Total, States other than Navajo-Hopi	150	2,850	14,181,000
B. NAVAJO-HOPI			
Arizona:			
Cove school water	0	0	105,000
Greasewood School	270	150	2,436,000
Kayenta School	120	0	2,437,000
Keams Canyon sewage lagoon	0	0	126,000
Klagetoh School	180	90	1,729,000
Low Mountain School	150	0	1,484,000
Lukachukai School	150	60	1,813,000
Oraibi School multipurpose room	30	0	180,000
Red Rock School	180	60	1,642,000
Rock Point School	120	90	1,548,000
Rough Rock School	120	30	1,134,000
Tuba City School	630	0	4,373,000
White Cone School	240	90	1,818,000
Total, Arizona	2,190	570	20,825,000
New Mexico:			
Borrego Pass water improvements	0	0	25,000
Crownpoint School	330	0	1,911,000
Crystal School	90	0	985,000
Lake Valley School	60	60	965,000
Tohatchi School	180	30	1,261,000
White Horse School	60	60	1,096,000
Wingate water improvements	0	0	125,000
Total, New Mexico	720	150	6,368,000
Utah: Aneth School	360	60	2,815,000
Total, Navajo-Hopi	3,270	780	30,008,000
Quarters, various, bureauwide	0	0	634,000
Water exploration and development	0	0	160,000
Advance planning	0	0	500,000
Total, new construction	4,020	3,630	45,483,000
Major alterations and improvements	0	0	5,000,000
Grand total	4,020	3,630	50,483,000

2. Irrigation systems, $4,282,000

This activity provides funds for the continuation of irrigation development work on existing and approved irrigation projects on Indian reservations located in the arid and semiarid West where the conservation and development of lands and water for agricultural irrigation are of fundamental importance to enable

the Indian to become self-supporting and to make proper use of his land and water resources. The development and extension of irrigation projects on Indian reservations are primarily for the benefit of resident reservation Indian families. The facilities, however, also directly benefit the surrounding community, as well as non-Indian-owned lands included within the projects. Most Indian-owned land is devoted to stock raising. The success of stock raising is largely dependent on an adequate supply of winter feed which can be produced on irrigated land. The early completion of these existing and continuing projects will make possible the determination of final per acre construction costs for reimbursement purposes and will greatly facilitate the program and policy of the Bureau in transferring the responsibility for operation and maintenance of the systems to the water users.

The type of work proposed is the construction, extension, rehabilitation, and betterment of irrigation systems; land clearing and leveling; and surveys and investigations.

The major structures and canal systems are completed, or nearing completion, on many of the projects. The work now proposed will consist primarily of extending canals and laterals, land clearing and leveling, extension of drainage systems and the rehabilitation and betterment of existing irrigation projects.

There was initiated during the fiscal year 1961 a program for the preparation of rehabilitation and completion reports for all existing and authorized projects and feasibility reports for new and unauthorized projects. When completed these reports will provide a complete and up-to-date inventory of project acreages, irrigation facilities, and needs and requirements for long-range planning.

Irrigation Construction

Summary of projects

(a) Annual contract payments	$16,000
Fort Belknap	6,250
Tongue River	9,750
(b) Construction	2,641,872
Arizona:	
Colorado River: Irrigation	221,820
San Carlos project joint work unit: Power	495,000
California: Coachella Valley	50,000
Idaho: Fort Hall project: Michaud Division	950,000
Montana:	
Crow	25,000
Fort Belknap	19,400
Fort Peck	212,400
Nevada: Duck Valley	157,000
New Mexico: Navajo Agency: Hogback	509,500
Wyoming: Wind River	1,752
(c) Surveys, investigations, plans, and reports	267,430
(d) Rehabilitation and betterment	815,198
Arizona:	
Colorado River	6,000
San Carlos project, joint works: Irrigation	90,000
Colorado: Pine River	248,000
Montana:	
Blackfeet	45,000
Fort Belknap	24,350
Fort Peck	23,100
New Mexico: United Pueblos:	
Middle Rio Grande Pueblos	200,000
Miscellaneous Pueblos	90,500
Utah: Uintah	50,000
Wyoming: Wind River	38,248
Miscellaneous small tracts	142,500
(e) Engineering and administration	399,000
Total estimate	4,282,000

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$19,184,677	$40,592,310	$54,765,000	+$14,172,690
Transferred to "Operating expenses, Public Buildings Service" General Services Administration		1,011		−1,011
Unobligated balance brought forward	−3,951,998	−1,032,321		+1,032,321
Unobligated balance carried forward	+1,032,321			
Appropriation	16,265,000	39,561,000	54,765,000	+15,204,000
Obligations by objects:				
11 Personnel compensation	3,299,174	4,643,768	5,877,918	+1,234,150
12 Personnel benefits	203,322	225,371	230,000	+4,629
21 Travel and transportation of persons	252,687	368,107	400,000	+31,893
22 Transportation of things	258,374	556,225	825,000	+268,775
23 Rent, communications, and utilities	101,734	104,380	220,000	+115,620
24 Printing and reproduction	54,356	119,300	174,000	+54,700
25 Other services	1,035,497	1,267,721	1,764,200	+496,479
Services of other Government agencies	19,273	10,800	10,800	
26 Supplies and materials	1,279,132	2,361,356	3,725,000	+1,363,644
31 Equipment	1,169,542	2,597,300	3,745,000	+1,147,700
32 Lands and structures	11,179,877	28,225,061	37,787,482	+9,562,421
41 Grants, subsidies, and contributions	39,436	46,200	13,000	−33,200
42 Insurance claims and indemnities	1,485	1,300	2,600	+1,300
Subtotal	18,893,889	40,526,889	54,775,000	+14,248,111
Deduct quarters and subsistence charges	7,689	6,619	10,000	+3,381
Total, Bureau of Indian Affairs	18,886,200	40,520,270	54,765,000	+14,244,730
Allocation accounts:				
11 Personnel compensation	44,275	18,502		−18,502
12 Personnel benefits	2,881	1,458		−1,458
25 Other services	83,883	15,023		−15,023
32 Lands and structures	167,438	37,057		−37,057
Total, allocation accounts	298,477	72,040		−72,040
Total, obligations	19,184,677	40,592,310	54,765,000	+14,172,690
Obligations are distributed as follows:				
Bureau of Indian Affairs	18,886,200	40,520,270	54,765,000	+14,244,730
Corps of Engineers	250,109	48,917		−48,917
Bureau of Reclamation	43,410	16,937		−16,937
Geological Survey	4,958	6,186		−6,186

OBLIGATION OF FUNDS FOR SCHOOL CONSTRUCTION

Senator HAYDEN. How much of the appropriation for construction of school facilities provided in fiscal year 1962 has been obligated to date; and how much will be obligated prior to the end of June?

Mr. NASH. Sir, we have that information.

This is the status report. On December 31, 1961, there was $39½ million available. The total adjusted appropriation for 1962, in round numbers was the same amount. With carryover balance, there was available $40½ million. In the ensuing 6 months up to the 31st of December 1961, about $18½ million had been obligated, leaving $21.9 million still to be obligated. Thus, in 6 months of the calendar year, approximately one-half the total obligational authority had been contracted for, so that we are about up to where we would expect to be and have every expectation of using all the money during the current year.

PRIORITY OF PROJECTS

Chairman HAYDEN. In the material which I have placed in the record are summaries of the projects which you have proposed, arranged by States. Are these projects in order of desired priority within the State listings?

Mr. NASH. You are asking, sir, whether the material we submitted for fiscal 1963 are in the order of desirability as determined by our engineers and program people?

Senator MUNDT. Within each State.

Mr. NASH. Within each State.

Senator MUNDT. That was the chairman's request.

Mr. MASSEY. The budget list is not listed in order of priority. We have a listing of the total project by priorities and then we have broken down the priorities by the various areas. We can supply that for the record.

Chairman HAYDEN. Will you also furnish for the record a listing prepared on a priority basis?

Mr. MASSEY. We have a list prepared on a priority basis.

Mr. NASH. My answer is "Yes" on both counts. That is, we have two lists here, one listing all building by priority and then a state list by priority.

(The information referred to follows:)

Priorities have been assigned projects included in the 1963 budget based upon the need for the project considering individually or a combination of the following criteria:

School seats for out-of-school children.

Rehabilitating those school facilities that would otherwise (if not rehabilitated in immediate future) result in adding to out-of-school backlog.

Health and safety of school children and Bureau employees.

The orderly continuation and progress of the Bureau's construction program.

PROJECTS LISTED BY PRIORITY

Keams Canyon sewage lagoon (Arizona)
Lukachukai School (Arizona)
Lake Valley School (New Mexico)
Major alterations and improvements (various)
Tuba City School (Arizona)
Crownpoint School (New Mexico)
Greasewood School (Arizona)
White Cone School (Arizona)
Aneth School (Utah)
Rock Point School (Arizona)
Barrow utilities (Alaska)
Hooper Bay School (Alaska)
Fairbanks School—Advance planning (Alaska)
Kiana School (Alaska)
Kwethluk School (Alaska)
Newktok School (Alaska)
Noatak School (Alaska)
Klagetoh School (Arizona)
Low Mountain School (Arizona)
Red Rock School (Arizona)
Rough Rock School (Arizona)
Kayenta School (Arizona)
Tohatchi School (New Mexico)
Oscarville School (Alaska)
Scammon Bay School (Alaska)
Tatitlek School (Alaska)
Crystal School (New Mexico)
White Horse School (New Mexico)
Fort Yates School (North Dakota)
Mandaree School (North Dakota)
Quarters (various)
Cheyenne-Arapaho storm shelters (Oklahoma)
Flandreau School (South Dakota)
Blackfeet dormitory (Montana)
Phoenix girls' dormitory (Arizona)
Belcourt additional facilities (North Dakota)
Tanunak School (Alaska)
Stebbins School (Alaska)
Nondalton School (Alaska)
Old Harbor School (Alaska)
Alitak School (Alaska)
Eagle School (Alaska)
Tetlin School (Alaska)
Seneca School (Oklahoma)
Advance Planning (various)
Water exploration and development (various)
Sherman boys' dormitory (California)
Stewart School dormitory rehabilitation (Nevada)
Fort Sill kitchen and dining hall (Oklahoma)
Riverside School and dining hall (Oklahoma)
Chilocco shop building (Oklahoma)
Wahpeton dormitories (North Dakota)
Phoenix classroom building (Arizona)
Mescalero water and sewer (New Mexico)
Colville Agency sewage lagoons (Washington)
Uintah and Ouray water storage (Utah)
Salt River water and sewer (Arizona)
Cove School water (Arizona)
Borrego Pass water improvement (New Mexico)
Wingate water improvement (New Mexico)
Busby fire station (Montana)
Northern Cheyenne jail (Montana)
Owyhee jail (Nevada)
Oraibi School multipurpose room (Arizona)

PROJECTS LISTED BY STATES BY PRIORITY

Alaska:
- Barrow Utilities
- Hooper Bay School
- Fairbanks School—Advance planning
- Kiana School
- Kwethluk School
- Newktok School
- Noatak School
- Oscarville School
- Scammon Bay School
- Tatitlek School
- Tanunak School
- Stebbins School
- Nondalton School
- Old Harbor School
- Alitak School
- Eagle School
- Tetlin School

Arizona:
- Keams Canyon Sewage Lagoon
- Lukachukai School
- Tuba City School
- Greasewood School
- White Cone School
- Rock Point School
- Klagetoh School
- Low Mountain School
- Red Rock School
- Rough Rock School
- Kayenta School
- Phoenix girls dormitory
- Phoenix classroom building
- Salt River water and sewer
- Cove School water
- Oraibi School multipurpose room

California: Sherman boys dormitory

Montana:
- Blackfeet dormitory
- Busby fire station
- Northern Cheyenne jail

Nevada:
- Stewart School dormitory rehabilitation
- Owyhee jail

New Mexico:
- Lake Valley School
- Crownpoint School
- Tohatchi School
- Crystal School
- White Horse School
- Mescalero water and sewer
- Borrego Pass water improvement
- Wingate water improvement

North Dakota:
- Fort Yates Elementary School
- Mandaree School
- Belcourt additional facilities
- Wahpeton dormitories

Oklahoma:
- Cheyenne-Arapaho storm shelters
- Seneca School
- Fort Sill kitchen and dining hall
- Riverside School and dining hall
- Chilocco shop building

South Dakota: Flandreau

Utah:
- Aneth School
- Uintah and Ouray water storage

Washington: Colville Agency sewage lagoons

Various:
- Major alterations and improvements
- Quarters
- Advance planning
- Water exploration and development

METHOD OF DETERMINING PRIORITY

Chairman HAYDEN. Indicate briefly in the means by which the priority is determined.

Mr. NASH. You are asking the question, sir, how is the priority determined?

Chairman HAYDEN. Yes. I want to know how you do it.

Mr. MASSEY. Senator Hayden, let me clear it up. The budget justifications which you have before you are not in priority order. The Commissioner is talking about a special listing which is in priority order and this is what we will submit for the record.

Chairman HAYDEN. Well, you will place those lists in the record.

Mr. MASSEY. Yes. We will place this in the record and this list does tell you on what basis we have made the priority listings.

JAIL AT HUALAPAI

Chairman HAYDEN. Last year the Congress appropriated $82,000 for jail facilities in the Hualapai Indian Reservation, stipulating that the tribe should contribute not less than $15,000 for this facility. What is the status of the work on the jail?

Mr. ALLEN. The contract has been awarded. The tribe has put up their $15,000 for their portion.

Chairman HAYDEN. They are just contributing their share?

Mr. ALLEN. Yes; $15,000.

Senator MUNDT. While we are on the subject of jails, there is a question as to new jail facilities for Montana and Nevada and several years ago we constructed new facilities for the jails in South Dakota but we changed the name and concept so as to be sort of a community center and had reading rooms and other facilities and it worked out nicely in that area. I am wondering whether you have in mind making sort of a multiple structure in these new so-called jails so you can do something for the fellow obeying the law as well as the fellow who is violating it.

Mr. NASH. Mr. Benge, do you care to comment?

Mr. BENGE. I believe the new planned facilities in Montana and Nevada are on the same plans as the ones in South Dakota.

Mr. MUNDT. Each will have community rooms and reading rooms. This is very fine. They even put out a little paper from the Indian reservation and it has a pleasing result and with a little extra cost you could make that standard operating procedure.

Chairman HAYDEN. Is that standing operating procedure now in all jails?

Mr. MASSEY. We have not changed our plans on this.

Senator MUNDT. What does that mean, that you have not changed them preceding the experiment in South Dakota?

Mr. MASSEY. They are on the same basis as they were in South Dakota.

REHABILITATION OF "EMORY VICTORY"

Chairman HAYDEN. With regard to the replacement of the *North Star*, have contracts for rehabilitation of the *Emory Victory* been let?

Mr. MASSEY. Yes, sir.

Mr. NASH. That ship will be in service on its regular run when the appropriate time comes.

Chairman HAYDEN. Did this price fall within the estimate of the Bureau of Indian Affairs?

Mr. NASH. No; the costs, when we got into the contract exceeded the amount of our estimates by the difference between $375,000 and $384,044. The difference would not make it necessary to seek additional moneys because that difference can be met out of the reserve fund built into the rate structure.

Chairman HAYDEN. It is contemplated the *North Star* will carry passengers as well as cargo, and commercial as well as Government shipping?

Mr. MASSEY. It will only carry passengers to the extent that our employees move from one location to the other. We do not carry passengers as a service to the public.

COST OF SHIP OPERATION

Chairman HAYDEN. What do you estimate the annual cost for operating the *North Star* to be?

Mr. MASSEY. I believe that the estimate is around a half a million dollars and this is taken care of by the rate structure that we charge for hauling the freight. Of course, as you know, we haul the freight for the natives, for the employees in the isolated places as well as our own operation.

Senator MUNDT. Are you saying there will be no charge against the Government for operation, that it will be self-supporting, the rate structure will be kept high enough to cover the costs of operation?

(The following information was submitted:)

It is estimated that it will cost approximately $714,000 for fiscal year 1964 to operate the new ship *North Star*. The capacity of the new *North Star* is approximately 11,500 tons as compared to approximately 5,300 tons capacity of the old *North Star*.

CHARGE TO GOVERNMENT

Mr. MASSEY. It will be a charge to the Government. For instance, this is the way we operate. When we haul supplies for schools, the education program will pay the rate for the education supplies.

These construction estimates include funds for transportation in Alaska. That is the reason why they are so high. So each activity that is serviced by the vessel pays the rate and this rate structure is fixed to where it will pay the operation plus a reserve for their annual overhaul plus emergencies. When it is built up to an adequate level, then the rate structure is adjusted only to meet the cost of operating the vessel.

Senator MUNDT. Let me rephrase the question, then. Are you establishing a rate structure and operating the ship on the basis so that there is no extra charge on the Government as against your having to pay the shipping costs as by a private shipping company?

Mr. MASSEY. If we had to pay commercial shipping rates for these places it would increase the cost to the Government. The operation of this vessel is a substantial saving to the Government.

Chairman HAYDEN. The reason why, as I understand it, that they have a vessel, is because it goes into holes and around corners that are off the route of the mainline shipping between the United States and Alaska?

Mr. MASSEY. Yes, sir; that is correct.

LIQUIDATION OF CONTRACT AUTHORIZATION

Chairman HAYDEN. There is a request for $17 million during fiscal year 1963 to liquidate contract authorizations in connection with Federal-aid highway contracts, and for completion of Routes 1 and 3 on the Navajo-Hopi Reservations. The justifications will be included in the record.

(The justification follows:)

Road construction contract authorization and liquidation program

FISCAL YEAR 1961

	Contract authority available	Obligations	Unliquidated obligations prior year	Obligations	Expenditures	Unliquidated obligations carried forward
Federal-aid highway roads	$14, 863, 155	$14, 394, 134	$5, 600, 715	$19, 994, 849	$9, 706, 660	$10, 288, 189
Navajo-Hopi, Routes 1 and 3	4, 206, 436	4, 157, 326	2, 645, 821	6, 803, 147	3, 774, 819	3, 028, 328
Total	19, 069, 591	18, 551, 460	8, 246, 536	26, 797, 996	13, 481, 479	[1] 13, 316, 517

FISCAL YEAR 1962

Federal-aid highway roads	$12, 469, 021	$12, 469, 021	$10, 288, 189	$22, 757, 210	$13, 503, 376	$9, 253, 834
Navajo-Hopi, Routes 1 and 3	5, 049, 110	5, 049, 110	3, 028, 328	8, 077, 438	5, 746, 201	2, 331, 237
Total	17, 518, 131	17, 518, 131	13, 316, 517	30, 834, 648	19, 249, 577	[2] 11, 585, 071

FISCAL YEAR 1963

Federal-aid highway roads	$12, 000, 000	$12, 000, 000	$9, 253, 834	$21, 253, 834	$12, 668, 763	$8, 585, 071
Navajo-Hopi, Routes 1 and 3	4, 000, 000	4, 000, 000	2, 331, 237	6, 331, 237	6, 331, 237	----------
Total	16, 000, 000	16, 000, 000	11, 585, 071	27, 585, 071	19, 000, 000	8, 585, 071

[1] Available cash for liquidation is $5,249,577; balance of $8,066,940 is unfunded.
[2] Available cash for liquidation is $2,000,000; balance of $9,585,071 is unfunded.

Status of cash appropriation for liquidation of contract authorization

	1961	1962	1963
Appropriation	$14, 500, 000	$16, 000, 000	$17, 000, 000
Unexpended balance brought forward	4, 231, 056	5, 249, 577	2, 000, 000
Total available	18, 731, 056	21, 249, 577	19, 000, 000
Less expenditures	13, 481, 479	19, 249, 577	19, 000, 000
Unexpended balance	5, 249, 577	2, 000, 000	----------

JUSTIFICATION

Road construction, $16 million

1. *Federal-aid highway roads.—1961, $14,394,134; 1962, $12 million; 1963, $12 million.*—Federal-Aid Highway Act of 1960 (Public Law 86–657) authorized in section 2, for the purpose of carrying out the provisions of title 23 of the United States Code, the appropriation for Indian reservation roads and bridges, $12 million for the fiscal year ending June 30, 1962, and $12 million for the fiscal year ending June 30, 1963.

Title 23 of the United States Code provides, in section 101, the definition of Indian reservations roads; and in section 203, that funds authorized for Indian reservation roads shall be available for contract on a date not earlier than 1 year preceding the beginning of the fiscal year for which authorized; and that the Secretary of the Department charged with the administration of such funds is granted authority to incur obligations, approve projects, and enter into contracts under such authorizations, and his action in doing so shall be deemed a contractural obligation of the United States for the payment of costs thereof.

The objective of the road construction program is to improve roads on the Indian Bureau road system to standards of adequacy that are commensurate with the road transportation needs. The Indian Bureau road system is comprised of those roads which are required to serve Indian lands, and which are not furnished by the counties because of the tax-free status of Indian lands.

It is the practice of the Bureau to enter into agreements whereby the Bureau improves a reservation road and the county takes over the improved road and maintains it henceforth at county expense. The Bureau system has been reduced more than 3,000 miles during the past 10 years due to the transfer of improved roads to local governments. The Bureau road system totals 16,446 miles including 13,649 miles of substandard roads that require improvements to serve the reservations adequately.

The annual program consists of the most critical of these needs, and the projects selected are those which have been judged by Bureau highway engineers, tribal councils, and cooperating counties as those which should be given highest priority. Long-range planning is revised each year in form of control schedules in which projects are scheduled in accordance with anticipated funds and priority. Current control schedules list projects proposed for each year 1963 through 1967 at a total estimated cost of $60 million. Projects are identified by reservation, route numbers, name of road, class of work, length, and estimated cost. Programing of individual projects is subject to the coordination with programs of local governments, available funds, local and engineering conditions.

It is estimated that the following program will result in the transfer of 365 miles of Bureau roads to counties. An itemized breakdown of the 1963 estimate follows:

(*a*) Grading and draining ..... miles	393.0	$5,672,000
(*b*) Surfacing ..... do	429.7	4,838,000
(*c*) Bridge construction ..... feet	1,638.0	589,000
(*d*) Future surveys and plans ..... miles	484.0	901,000
Total		12,000,000

(*a*) Grading and draining, $5,672,000. This feature covers clearing rights of way, installing drainage structures, and constructing a roadbed by excavating high ground and filling low ground. This results in a well-drained earth embankment with easy grades and flat curves, built so that roadbed will provide a firm foundation for the surface course. The estimate covers 393 miles of grading and draining.

(*b*) Surfacing, $4,838,000. This estimate covers the surfacing of 429.7 miles of roads; 290.1 miles will have a base course and surface course of local materials such as gravel. The remaining 139.6 miles are on the heavier traffic roads and will have the gravel surface mixed with bituminous material.

(*c*) Bridge construction, $589,000. This covers the construction of 1,638 running feet bridges. Most of this will replace wornout spans now in a dangerous condition.

(*d*) Future surveys and plans, $901,000. This covers preliminary engineering, surveys, and preparation of plans and specifications for the construction of roads and bridges. The estimate covers surveys and plans for 484 miles of roads.

The average estimated cost for grading and draining is $14,432 per mile; for gravel surfacing, $6,542; for bituminous surfacing, including base course, $21,060 per mile; for bridge construction, $360 per running foot; and for future surveys and plans, $1,861 per mile.

The total 1963 program has been allocated to area offices with jurisdictions covering reservations in 21 States, and to agencies covering one to several reservations. Tentative allocations have been made to individual projects. The final projects built will vary slightly, due to such factors as the amount of the low bid on contracts. Other factors, such as the obtaining of county takeover agreements, and unexpected development in other programs, such as education or irrigation, can affect the final program. The 1963 road construction program is distributed as follows:

(1) *Aberdeen area, $1,710,000.*—This area program totals 65 miles of grading and draining; 78 miles of surfacing of which 7 miles is bituminous surfacing and 300 feet of bridge construction. The program includes the following: Nebraska—Four Corners loop on the Winnebago Reservation; North Dakota—East-West Road and Mission Road on the Fort Totten Reservation; North Reservation Line Road on the Turtle Mountain Reservation; South Dakota—Ridgeview Road on the Cheyenne River Reservation; Grace Mission-Shelby Road on the Crow Creek Reservation; U.S. 18-Slim Buttes Road on the Pine Ridge Reservation; Greenwood-Choteau Road on the Yankton Reservation; He Dog Road on the Rosebud Reservation; Little Eagle Road on the Standing Rock Reservation, and the Little Minnesota Bridge on the Sisseton Reservation.

(2) *Anadarko area, $390,000.*—This area program totals 7.5 miles of grading and draining; 20.5 miles of bituminous surfacing. The program includes the following: Oklahoma—Eagle City Road on the Cheyenne and Arapaho Reservation; Murrow Road and the Fort Sill Road on the Kiowa Reservation; Big Jim Road on the Shawnee Reservation; Kansas—the Haskell Institute streets will be paved.

(3) *Billings area, $800,000.*—This area program totals 37.2 miles of grading and draining; 44.2 miles of surfacing of which 15.5 miles are bituminous surfaced; and 120 feet of bridge construction. The program includes the following: Montana—Birch Creek Road and Cut Bank Creek Bridge on the Blackfeet Reservation; Little Horn-Windy Point Road and the Big Horn feeder roads on the Crow Reservation; South Fork Jocko Trail on the Flathead Reservation; Brookside-Zortman Road on the Fort Belknap Reservation; Box Elder Upper Road on the Rocky Boy Reservation; Poplar West Road on the Fort Peck Reservation; Lame Deer-Birney Road on the Northern Cheyenne Reservation; and Wyoming—Arapahoe-Left Hand Ditch Road on the Wind River Reservation.

(4) *Gallup area, $3,900,000.*—This area program totals 72.8 miles of grading and draining; 72.8 miles of surfacing of which 52.8 miles are bituminous surfaced and 148 feet of bridge construction. The program includes the following: Arizona—Lukachukai Bridge to Rock Point; Rock Point to Route 1 and Route 8 toward Kayenta on the Navajo Reservation; New Mexico—Tapacitos to Route 4 on the Jicarilla Reservation; U.S. 66 to Encinal on the Laguna Pueblo; San Ildefonso road on the San Ildefonso Pueblo; the Jemez Bridge on the Jemez Pueblo; and Colorado—the Moab Road on the Consolidated Ute Reservation.

(5) *Minneapolis area, $490,000.*—This area program totals 43 miles of grading and draining and 43 miles of gravel surfacing. The program includes the following: Minnesota—Ponsford-White Earth Road, White Earth-Kays Corner Road and the Pine Bend Road on the White Earth Reservation; Nebish Road on the Red Lake Reservation; and Wisconsin—Birch Lake Falls Road on the Bad River Reservation and Bear River Road on the Lac du Flambeau Reservation.

(6) *Muskogee area, $410,000.*—This area program totals 26.5 miles of grading and draining, 31.2 miles of surfacing of which 4.7 miles are bituminous surfaced and 130 feet of bridge construction. The program includes the following: Mississippi—School service roads and Manik Waiya Mound Road on the Choctaw Reservation and; Oklahoma—Salina Creek Road, Echota West Road, Stilly School Road, Kemp Road, and Stomp Ground Road for the Five Civilized Tribes.

(7) *Phoenix area, $2,210,000.*—This area program totals 64.3 miles of grading and draining, 63.3 miles of surfacing of which 21.3 miles are bituminous surfaced and 707 feet of bridge construction. The program includes the following: Arizona—Parker-Ehrenberg Road and on the Colorado River Reservation; Highway 60-Cibecue Road on the Fort Apache Reservation; Sells-San Miguel Bridge and Covered Well Bridge on the Papago Reservation; Lehi Road, east boundary to Route 21 and south boundary to FAS 338 on the Salt River Reservation; Antelope Flats-Bronco Road and Hackberry Trail on the San Carlos Reservation; Painted Desert section of Route 4, Painted Desert to Indian Wells and Oraibi Streets on the Hopi Reservation; Nevada—Consolidated roads on the Walker River Reservation and Owyhee Island roads on the Duck Valley Reservation; Utah—Green River Bridge and the Neola-Uintah Canyon Road on the Uintah and Ouray Reservation.

(8) *Portland area, $1,400,000.*—This area program totals 58.5 miles of grading and draining, 58.5 miles of surfacing of which 11 miles are bituminous surfaced and 128 feet of bridge construction. The program includes the following: Idaho—Michaud roads on the Fort Hall Reservation; Oregon—St. Andrews Mission Road and Cayuse Road on the Umatilla Reservation and Lower Warm Springs River Road on the Warm Springs Reservation; Washington—Bridge Creek Road on the Colville Reservation; Moclips-Olympic Road on the Quinault Reservation, and Potatoe Hill Road on the Yakima Reservation.

(9) *Sacramento area, $490,000.*—This area program totals 6.8 miles of grading and draining, 6.8 miles of bituminous surfacing and 65 feet of bridge construction. The program includes the following: California—Agency Creek Road, Willow Lane Road, and Zenia Road on the Round Valley Reservation; Matilton Cutoff Road, Agency streets, Marshall Lane Road, and Hostler Creek Bridge on the Hoopa Valley Reservation.

(10) *Washington area $200,000.*—This area program totals 11.4 miles of grading and draining, 11.4 miles of gravel surfacing, 40 feet of bridge construction and central office supervision of the road construction program. The program includes the following: Florida—State Reservation Road and bridge on the Big Cypress Reservation; North Carolina—Goose Creek Road and Adams Creek Road on the Cherokee Reservation.

FEDERAL-AID HIGHWAY ROADS

Area budget classification—breakdown 1963

Area	Total	Grade and draining		Surfacing		Bridges		Surveys and plans	
		Miles	Amount	Miles	Amount	Feet	Amount	Miles	Amount
Aberdeen	$1,710,000	65.0	$1,055,000	78.0	$385,000	300	$105,000	85	$165,000
Anadarko	390,000	7.5	85,000	20.5	290,000			15	15,000
Billings	800,000	37.2	432,000	44.2	278,000	120	40,000	40	50,000
Gallup	3,900,000	72.8	1,539,000	72.8	2,111,000	148	50,000	120	200,000
Minneapolis	490,000	43.0	282,000	43.0	191,000			15	17,000
Muskogee	410,000	27.5	241,000	31.2	121,000	130	32,000	25	16,000
Phoenix	2,210,000	64.3	1,125,000	63.3	655,000	707	245,000	95	185,000
Portland	1,400,000	58.5	598,000	58.5	603,000	128	38,000	67	161,000
Sacramento	490,000	6.8	188,000	6.8	157,000	65	69,000	12	76,000
Washington	200,000	11.4	127,000	11.4	47,000	40	10,000	10	16,000
Total	12,000,000	393.0	5,672,000	429.7	4,838,000	1,638	589,000	484	901,000

2. *Navajo-Hopi Roads, Routes 1 and 3—1961, $4 million; 1962, $5 million; 1963, $4 million.*—Section 1 of Public Law 474, 81st Congress (64 Stat. 44) approved April 19, 1950, and entitled "An Act to promote the rehabilitation of the Navajo and Hopi Tribes of Indians and a better utilization of the resources of the Navajo and Hopi Indian Reservations and for other purposes" authorizes an item (7) "Roads and trails," $20 million. This was for the purpose of making available the resources of these reservations for use in promoting a self-supporting economy and self-reliant communities, and to lay a stable foundation on which these Indians can engage in diversified economic activities and ultimately attain standards of living comparable with those enjoyed by other citizens. This section further states, "Funds appropriated under these authorizations shall be in addition to funds made available for use on the Navajo and Hopi Reservations, or with respect to Indians of the Navajo Tribes, out of appropriations heretofore or hereafter granted for the benefit, care, or assistance of Indians in general or made pursuant to other authorizations now in effect."

Section 2 of the act states that so far as practicable the programs shall be presented in a manner which will provide for the completion of the program within 10 years of the date of enactment (April 19, 1950.)

Public Law 85-740, enacted August 23, 1958, provides for the improvement of certain roads on the Navajo and Hopi Indian Reservations. This act amends Public Law 474 approved April 19, 1950 (64 Stat 44) (1) by striking out "88,570,000" and inserting in lieu thereof "108,570,000"; (2) by amending clause (7) of such section to read as follows: "(7) Roads and trails, $40,000,000; of which not less than $20,000,000 shall be (A) available for contract authority for such construction and improvement of the roads designated as route 1 and route 3 on the Navajo and Hopi Indian Reservations as may be necessary to bring the portion of such roads located in any State up to at least the secondary road standard in effect in such State, and (B) in addition to any amounts expended on such roads under the $20,000,000 authorization provided under this clause prior to amendment; *Provided*, That such contract authority and such appropriation authorized by this amendment shall be in addition to sums apportioned to Indian reservations or to the State of Arizona under the Federal-Highway Act as amended and supplemented (70 Stat 374)."

ROUTE 1

Navajo Route 1 extends 183.4 miles from Arizona State highway U.S. 89 near Cameron, Ariz., northeasterly via Tuba City, Ariz., Kayenta, Ariz., the four corners of Colorado, Utah, New Mexico, and Arizona to New Mexico State highway U.S. 666 near Shiprock, N. Mex.

Prior to start of this program, 11.5 miles of Route 1 from U.S. 89 to Tuba City were improved with a bituminous surface. This section will require shoulder construction and a high-type bituminous surface. The eastern part of the route, 21.84 miles from the Arizona-New Mexico State line to U.S. 666 near Shiprock, had also been improved to near State highway standards. This section was constructed to a high-type bituminous surface but requires shoulder construction and the replacement of two timber bridges.

The remaining 150.1 miles were of low standard or unimproved road and trail. This unimproved section required complete reconstruction to secondary State highway standards. State secondary highway standards are required to serve the character and volume of traffic which engineering studies have established that this road must carry. All of this 150.1 miles was programed during the 1959 through 1962 fiscal years.

The total estimated cost of the improvements required to improve Route 1 to Arizona State secondary standards is $13,976,000. The 1959, 1960, 1961, and 1962 programs provided for $12,451,000 for Route 1. This 1963 estimate will provide $1,525,000 to complete all work on Route 1.

ROUTE 3

Route 3 extends easterly 163.5 miles from Tuba City, Ariz., via Keams Canyon, Ariz.; Ganado, Ariz.; and Window Rock, Ariz., to New Mexico State highway U.S. 666 north of Gallup, N. Mex.

The 15.9 miles of this route between the Arizona-New Mexico line and U.S. 666 north of Gallup had previously been improved to State highway standards for the grading and base course; only a high type bituminous pavement is required to complete this section. Prior to this program the remaining 147.6 miles had been surfaced with low-type bituminous surface except a 19.5 mile section east of Ganado which was surfaced with a plant mix bituminous mat.

The work required on Route 3 is widening the roadbed and base course and constructing a 26-foot high-type bituminous pavement. Four old wooden bridges must be replaced with steel and concrete structures, and some grading for alinement and grade changes in bad spots is required.

The total estimated cost of Route 3 is $6,024,000. The 1959 through 1962 fiscal year programs have provided $3,549,000 for this route, and this estimate will provide $2,475,000 to complete Route 3.

Summary of 1959, 1960, 1961, and 1962 programs

	Total amount	Grade and draining, miles	Surfacing, miles	Bridges, feet	Surveys, miles
Route 1	$12,451,000	149.8	149.8	967	183.4
Route 3	3,549,000	96.7	96.7	685	163.5
Total, programs through 1962	16,000,000	246.5	246.5	1,652	346.9

1963 estimate

The work covered by this estimate of $4 million obligation program for the 1963 fiscal year falls into the standard budget classifications as follows:

(*a*) Grading and draining, 84.5 miles	$1,088,000
(*b*) Bituminous surfacing, 100.4 miles	2,812,000
(*c*) Bridge construction, 204 feet	100,000
Total	4,000,000

(*a*) *Grading and draining, $1,088,000.*—This feature covers extending culvert pipe, widening the road bed and placing select material thereon: 33.6 miles of Route 1 will be widened, 5 feet on each side at an estimated cost of $27,023 per mile; 50.9 miles of Route 3 will be widened, 1 foot on each side at an estimated cost of $3,536 per mile.

(*b*) *Bituminous surfacing, $2,812,000.*—This feature covers the construction of base course on the widened portion and a bituminous mat over the entire surface to meet requirements of State secondary standards: 33.6 miles on Route 1 will be surfaced at an estimated cost of $18,363 per mile; 66.8 miles on Route 3 will be surfaced at an estimated cost of $32,859 per mile.

(*c*) *Bridge construction, $100,000.*—This estimate covers the cost of bridge construction on Route 3.

The program for 1963 will complete all work as provided in Public Law 85-740.

In accordance with an agreement between the Bureau of Indian Affairs and the States of New Mexico and Arizona, the projects on Routes 1 and 3 are constructed by the Bureau to accepted State highway secondary standards and when completed the States will accept full responsibility and designate each route as a State highway.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$18,551,460	$17,518,131	$16,000,000	−$1,518,131
Unobligated balances brought forward	−28,069,591	−21,518,131	−16,000,000	+5,518,131
Unobligated balance carried forward	21,518,131	16,000,000		−16,000,000
Contract authorization (new) (permanent)	12,000,000	12,000,000		−12,000,000
Obligations by objects:				
11 Personnel compensation	2,653,815	3,115,908	3,245,908	+130,000
12 Personnel benefits	169,902	193,000	193,000	
21 Travel and transportation of persons	148,863	213,000	213,000	
22 Transportation of things	17,188	17,000	17,000	
23 Rent, communications, and utilities	52,860	55,492	55,492	
24 Printing and reproduction	5,604	8,157	8,157	
25 Other services	815,867	668,803	668,803	
Services of other agencies	21,000	12,000	12,000	
26 Supplies and materials	468,129	483,250	483,250	
31 Equipment	225,290	224,259	224,259	
32 Lands and structures	13,721,897	12,339,415	10,814,284	−1,525,131
42 Insurance claims and indemnities	6,711	1,120	1,120	
Subtotal	18,307,126	17,331,404	15,936,273	−1,395,131
Deduct quarters and subsistence charges	48,904	36,273	36,273	
Total, Bureau of Indian Affairs	18,258,222	17,295,131	15,900,000	−1,395,131
ALLOCATION TO BUREAU OF PUBLIC ROADS DEPARTMENT OF COMMERCE				
11 Personnel compensation	12,000	12,000	12,000	
12 Personnel benefits	1,000	1,000	1,000	
21 Travel and transportation of persons	4,000	4,000	4,000	
22 Transportation of things	1,000	1,000	1,000	
23 Rents, communications, and utilities	1,000	1,000	1,000	
25 Other services	1,000	1,000	1,000	
Services of other agencies	18,000	18,000	18,000	
32 Lands and structures	255,238	185,000	62,000	−123,000
Total, Bureau of Public Roads	293,238	223,000	100,000	−123,000
Total obligations	18,551,460	17,518,131	16,000,000	−1,518,131

FORCE ACCOUNT WORK

Chairman HAYDEN. At my request you prepared a statement on acquisition of road equipment which will be needed in shifting the Bureau's road construction program from contract to force account. I will include this statement in the record.

(The information referred to follows:)

STATEMENT ON ROADS EQUIPMENT ACQUISITION

During the spring of 1961, the Secretary of the Interior instructed the Acting Commissioner of Indian Affairs to take steps to implement the recommendation of the Task Force on Indian Affairs, that the Bureau return to the force account method of construction wherever it appears practical to do so.

The Bureau implemented this recommendation for road construction in fiscal year 1961 with instructions to field offices as follows:

"The force account method shall be used when justified by the employment and training of Indian workers, and where the acquisition of equipment can be justified. The contract method shall be used on projects where Indian workers are not available, or where the acquisition of specialized equipment cannot be justified.

"Consideration shall be given to performing those parts of a project that lend themselves to Indian employment by the force account method, and those parts requiring specialized equipment by contract. In these cases both methods should be indicated on Form 5–1127, with a supporting explanation.

"The method of construction shall not be changed without the approval of the Commissioner."

When the emphasis on the method of accomplishing the Bureau's road construction program shifted from force account to contract in 1952, the Bureau proceeded to dispose of its road construction equipment. The return to force account came at a time when there was hardly any such equipment on hand.

It is a policy of the Bureau to obtain all equipment possible through surplus channels, and this is being done to the fullest extent. However, it has been found that some of the key pieces of equipment are not available from surplus, and these must be purchased.

These purchases are running somewhat higher than was anticipated because it was planned to obtain the equipment from surplus. It now appears that approximately $1 million of 1962 road construction funds will be applied to equipment purchase; also, that it may be necessary to program about that amount to equipment purchase in 1963.

The purpose of the return to force account as stated in the task force report is to furnish employment to Indians and thus reduce Federal expense. Equally important is the opportunity to provide training for Indians so that they can become skilled workers. It is the training phase which requires some of the modern equipment which is being purchased because it cannot be found as surplus.

FORCE ACCOUNT POLICY

Chairman HAYDEN. Is this change to be applicable throughout the United States? If not, in which areas?

Mr. NASH. Mr. Chairman, this is a policy of general applicability throughout the United States. It is not restricted to any location, not restricted to the Southwest and not restricted to the Navajo-Hopi program. In years past, all this construction was done by the force account. It was a means of employment of Indian labor and a means of introducing a wage income, cash income, to places that did not have it.

Chairman HAYDEN. Let me say this. I understand there was in the past a practice of contracting for road construction?

Mr. NASH. No, sir. Until 1952 the policy was that all road construction, maintenance and construction both, was by force account. Maintenance is still by force account. The policy was changed in 1952, and by about 1954 road construction was nearly all done by contract. Now the task force, of which I was a member last year, found there had been a very substantial decline of Indian employment under the contract system and we felt that the reservations where the force account method was still in use were more stable in their standard of living than the reservation which did not have it. Accordingly, we recommended a modification, not a complete abandonment of contracts, but a shift in the direction of force account to the fullest extent practicable for two reasons: Because of the work provided Indians by that means and because of the value of on-the-job training where Indians are learning how to operate heavy equipment and which has been helpful to them in the past in seeking gainful employment both on and off the reservation.

Now, in the Navajo-Hopi roadbuilding program, for example, you have a very substantial proportion of contract work still. In fact, $2 million worth of contract work was let just the other day. We are, however, moving toward the use of more force account work in that area, not to the exclusion of contracts by any means. It is about approximately 60–40 across the country at the present time.

Senator MUNDT. Sixty-forty what?

Mr. NASH. Sixty contract, 40 force account. In order to make this program possible we are acquiring some surplus equipment and

have made some purchases where no surplus equipment was available. The high grade surplus equipment is about running out. There is not as much around as there used to be.

REASONS FOR PREFERENCE FOR FORCE ACCOUNT

The statement which we gave you, Mr. Chairman, and which was just placed in the record, indicates our reason for having this feeling about the force account—that it is one of the major sources of Indian income. For example, during June and July 1961, on the Navajo Reservation, 84 percent of all the payrolls under the road construction contracts was for skilled workers but only 9 percent of the skilled workers were Indians and only 7 percent of the skilled payroll money was paid to Indians. The average amount paid to Indians was $475 but the average amount paid to non-Indians was $596. So our experience is that in our effort both to provide training for Indians and to raise the Indian standard of living, that the force account method is the best method for reaching that goal. We recognize, of course, that there are many places and many types of work where it is simply not economical for the Government to go the force account route. There we are by no means trying to exclude contractors but we are trying to strike a balance between what is practical and what will do the most for the Indian.

Senator MUNDT. Will you achieve the same result of utilizing the maximum of Indian labor by placing stipulations in the provisions of your contract?

NEED FOR SKILLED LABOR

Mr. NASH. Contract stipulations just do not work out as well as where we are operating programs ourselves. In addition to that, we cannot very well blame a contractor who brings in hundreds of thousands of dollars worth of equipment and then says, "Well, the Indians are not skilled enough to operate this costly equipment. This may be very expensive to me."

The fact that we are using the force account on maintenance and are buying some of this heavy equipment, means that when a contractor comes in, to a greater extent in the future than in the past, he will find operators trained on heavy road equipment ready, willing, and able to go to work.

UNSKILLED LABOR UNDER CONTRACTS

Senator MUNDT. Your figures dealt only with skilled labor. How about the unskilled labor under the contracts?

Mr. NASH. It is considerably better. During this same time, 16 percent of the work was done by unskilled labor, 45 percent non-Indian, and 55 percent Indian. It was a much more even balance even though there was a large percentage of non-Indian workers being employed by the contractor.

STIPULATION FOR INDIAN LABOR

Senator MUNDT. In that area, if you use the contractor's facilities, you could by contract stipulation increase the percentage of nonskilled Indian labor?

Mr. NASH. Yes, sir. Some contracts already contain the nondiscrimination clause in all Government contracts.

Mr. OFFICER. Might I address myself to that statement? My comment relates to my own State and also I served on the task force. For some years there had been a reluctance on the part of the Bureau of Indian Affairs to put a clause in the contracts asking for preferential employment for Indians because of the nondiscriminatory policy of the Government. However, the task force recommended that we include a preference clause for local residents which would take care of both the Indians and non-Indians living in the area and this is something we are considering doing now in the Bureau. I had a meeting the week before last in Tucson with Mr. Gray, of the Operating Engineers, and Mr. McDonald, of the Associated General Contractors of Arizona, and, as I am sure Senator Hayden knows, we discussed the possibility of the unions being able to work with us and the Independent Contractors both in certifying the Indians as skilled in certain areas, and in introducing certain kinds of apprenticeship training. I think we are going to find there will be cases where we will have to use force account on a continuing basis or perhaps increase it somewhat, but also we are going to be able to get more Indian employment out of using this preference clause for local residents, and also out of getting Indians certified as skilled by the unions so that they will in turn be employed by the contractor. We are not suggesting that we abandon the contract program altogether. This was not the task force intention either. We want to try to create as much Indian employment as we possibly can, but we would also like to get the training for Indians that we do know was available under force account.

Chairman HAYDEN. I am glad to hear about that because I was concerned that the Indians were not getting training which would allow them to go out and get jobs off the reservation. Now, if you work together with the contractors, you can get that done.

QUESTION OF UNION AFFILIATION

Mr. OFFICER. I think this: Under the on-the-job program we have that Senator Mundt has spoken so well of, I know the Indians might be provided opportunity where we can get together with the contractors and the unions in some sort of apprenticeship training. However, we have the problem that the amount of work available on an Indian reservation tends to be an unsteady sort of thing. It may be great at one time and little at another and often Indians are somewhat reluctant to pay union dues for a job that may only last 5 months and then leave them unemployed unless they leave the reservation. There may be a reluctance, as we know, on the part of some to leave. The operating contractors, as they come into the reservation, have often, rather than trying to scour around and find Indians who are employable, brought their own force in with them. If we can do a survey of employable skills on the reservation and have the unions certify these employment skills, we will be able to pick up some jobs in this fashion; but I still think, and it is important for us to remember—and I mentioned it to the union people, and to the contractors also down in Tucson when I talked to them—that there are some

areas where we have to have force account to have Indian employment and we may have to increase or accentuate it in these areas to provide both employment and training.

Senator MUNDT. Do I gather from what you say that the Bureau in its force account program, refuses to employ nonunion Indians?

Mr. OFFICER. No; not at all.

UNION CERTIFICATION OF INDIANS EMPLOYED

Senator MUNDT. I thought you said you relied upon the union to certify the Indians employed.

Mr. OFFICER. Here is the point. We might, for example, insert a clause in a contract that would give preferential employment to qualified local people and the contractor then—would come in and refuse to employ Indians. We could then say, "Wait a minute. You haven't employed Indians." And he would say, in turn "There weren't any Indians qualified."

If the union has certified Indians as qualified it would take away his argument against employing any Indians and we are interested in getting Indian employment.

I was speaking only of the case where we worked with unions and contractors and the unions certify these people as qualified.

Chairman HAYDEN. Is not there any way of estimating what would be required for an Indian worker to reach the skill necessary to go off the reservation on a non-Federal job?

TENDENCY OF SKILLED WORKERS TO LEAVE RESERVATIONS

Mr. OFFICER. Well, there are present programs that the unions themselves have. They put stipulations on the amount of training time and very frequently Indians who are trained either under force account or by the unions, when they do achieve a certain level of skill, tend to leave the reservation and to where the work is.

We found that was true with our own force account. Very often we trained Indians and they achieved enough skill to go away from the reservation and qualify with the unions for employment away from the reservation.

Chairman HAYDEN. Do they have to be employed to join a union?

Mr. OFFICER. In some places, yes; and in some places, no. I think that is dependent on circumstances.

UNION INITIATION FEE

Senator MUNDT. How about the poor Indian that gets just one request to work on a job in an area, does he have to pay the regular union initiation fee for a part-time job that is going to last 6 months?

Mr. OFFICER. We are trying to work with the union to see if we cannot get some changes in the initiation fee and also to see if we cannot make some of our own on-the-job training funds available to assist them in getting started in training with the union.

Senator MUNDT. It does not seem fair to the Indian. First, he must start in a union, pay the initiation fee, but in this instance he is not going to have a steady chance to work.

Chairman HAYDEN. On the other hand, if he does pay the fee and he turns out to be a good worker, he can go anywhere and work. It works both ways.

Mr. OFFICER. To answer Senator Hayden's earlier question, in force account, it is not required that the Indian be a union member. However, in some cases, if working on a private contracting job, then union affiliation may be necessary.

TOTAL INDIANS UNDER FORCE ACCOUNT

Mr. FRYER. May I say this: Under force account, about 98 percent of the skilled workers were Indians, tractor and crane operators, and so on. One of the reasons we believe they are not available presently immediately, and the contractors do not find them, when they come on the reservation is the fact so many of them found jobs off the reservation. These men, through the years, have become highly skilled equipment operators and are much in demand.

WINSLOW-TOREVA ROAD

Chairman HAYDEN. With regard to the Winslow-Toreva road, if you had the funds could you complete the grading and base course for the whole 46 miles during fiscal year 1963? I understand that $310,000 is included in the 1963 budget and that $230,000 is the estimated cost of the remaining 17 miles. Could you do the 17 miles by reprograming available funds?

Mr. NASH. It is far along. I will ask Mr. Trier to report in detail on the status of it but while he is getting ready, let me say the first contract was awarded on January 27, 1961. That contract is 90 percent complete but it was closed down for the winter. The second contract was awarded in September for a bridge. That bridge is 40 percent completed.

Chairman HAYDEN. As I understand it, the remaining 17 miles have to be built.

Mr. TRIER. Yes; except that the first 22 miles is practically completed except that the final surface course has not yet been applied. They are putting on a temporary asphalt course and will have the final top course later. In the 1965 estimate we have of $450,000, it is for the purpose of going back over the whole project and applying the final asphalt course.

Chairman HAYDEN. Could you do this 17 miles by reprograming of available funds?

WORK ON REMAINING PORTION

Mr. TRIER. We have examined our program and have concluded that in the order of priority, this work would not be done in 1964 and 1965. However, the work which we have done takes this road up to a place where the soil and existing roads are in good shape so they will be able to travel into Winslow on a direct route as soon as the present contract is completed. The existing road on the remaining 17-mile portion is much better than the existing road was on the 22-mile portion which we have built. The cars can travel there. With the present schedule it would not be possible for us to change this program by taking out other projects which have already been programed, and which are considered to be even more necessary.

COST TO COMPLETE PROJECT

Chairman HAYDEN. What is the estimated cost of the remaining 17 miles?

Mr. TRIER. We have estimated that we will need $530,000 to complete the grading and then $450,000 to go back over the entire road and complete the surfacing.

WIND RIVER PROJECT

Senator MCGEE. Mr. Chairman, I wonder if this is an appropriate place to raise a question. I think it bears on the same general area. I am sorry I was late getting here this morning but again it is the same old story, we are in six different places throughout the morning.

I address this to whomever is equipped to answer our problem on the construction charge controversy that we have been having out on the Wind River project. You know last fall my colleague, Senator Hickey, and I, met with the people out there and had an extended exchange on the question, on the Wind River irrigation project. A misunderstanding arose as to whether the construction charges were to be added to the cost of the land as some of them felt it should be straight O. & M. charges. They received repayment notice in September or October and some of them were, to put it mildly, not only shocked, but at the point of revolution upon receipt of those notices.

I would like to ask what the status right now is of this program in the department to approach this question of the construction charges.

MORATORIUM ON CHARGES

Mr. NASH. Senator McGee, I would like to respond generally and then ask Deputy Commissioner Crow to reply in detail. He handled various parts of the negotiations, along with others. The general status is that there is now a moratorium on those charges and the situation is in a frozen condition at the present time while it is being looked into very thoroughly.

Senator MCGEE. It is being explored carefully now?

Mr. NASH. There is a moratorium and it is being explored carefully.

Senator MCGEE. Is there a terminal point for that moratorium?

Mr. CROW. No, there is no terminal point, Senator. We are going to have to study, I think, each individual case to see what effect the contract, if one exists, has in each individual case. As you know, there is a proposal for cancellation now before the Congress. There very likely will have to be some additional cancellation as we get these additional cases squared away. In the meantime there will be letters furnished to you and Senator Hickey saying that we will not refuse to deliver water during the 1963 irrigation season for lack of payment of these construction charges.

Senator MCGEE. For a point of information, can we assume that we may also receive this notice if or when any new repayment notice will be sent out? As I say, this was a rugged blow at the time.

Mr. CROW. Yes, sir; Senator. I am still sorry about that. We will avoid it happening again.

Senator MCGEE. Fine. Does that finish your comment on it? That gives me the information I need right now on the status of it.

Mr. CROW. Yes.

ROAD ON WIND RIVER RESERVATION

Senator McGEE. I do have one other question involving the Wind River Reservation on the road question there on the reservation. How much is in this year's budget for roads in the Wind River Reservation?

Mr. NASH. Mr. Trier, will you respond to that, please?

Mr. TRIER. Yes, sir.

AMOUNT IN PROGRAM

Senator McGEE. The reason I raised the point, because I will have to double check with you the validity of it, is the Joint Tribal Council of the Shoshones and Arapahoes have advised me that that figure, as they interpret it, is about $75,000.

Mr. TRIER. We have them programed for $95,000 for road construction.

Senator McGEE. $95,000. In their petition to me, they made a rather impressive and detailed breakdown of this, that their road needs could, without any padding at all, absorb another $50,000 and I wanted to get from the Bureau an estimate of the validity of such a judgment as there is in terms of making it meaningful in road construction.

Mr. TRIER. It is valid and applicable to many other places and as in other road programs we are obliged to cut our patterns to fit our cloth.

Senator McGEE. All right. With reference to this $95,000 figure that you refer to or that you think may be the figure, is this $20,000 more than they were getting?

Mr. TRIER. Possibly it is more than they got last year. It has been adjusted to a particular project the Arapahoe road. It is not our practice to allot the same dollar amount to each reservation each year but rather we program to entire projects so that one year they may get a little more and another year less.

Senator McGEE. As far as the $50,000 figure they refer to it as the sum added to the $75,000, which they think would come closer to the mark of their immediate need on this road development. That also makes sense, with the exception that, as you view it, the cloth does not quite stretch so far around the carcass.

Mr. TRIER. That is right. It simply means it will be programed in another year.

Senator McGEE. And the position of the Bureau would be that whatever they fall short of the additional $50,000 they would seek to make up by Bureau request next year?

Mr. TRIER. That is correct.

Senator McGEE. If we could doublecheck those figures and what it represents in this proposed budget in relation to the budget last year and what the step would be to meet this additional $50,000, let us say, in the next budget, if that might be broken down for us, I would appreciate it very much.

Mr. TRIER. Yes, sir. It is possible that the Senator may be talking about our road maintenance program, as well as our construction program. The figures, I believe, are only for the road construction program. We are going to have another item for road maintenance so we may have the figures which you quote in the maintenance item.

Senator McGee. Yes; I think that is one of the points they made with us. While they were impressed it would spread far enough to cover them, there was not much covered and it has been cold out there this winter.

Thank you very much.

(The following information was submitted:)

Funds programed for the Wind River Reservation for fiscal years 1962 and 1963 are as follows:

Fiscal year	Road construction	Road maintenance
1962	$165,000	$35,000
1963	92,000	35,000
Total	257,000	70,000

The cost per mile for road maintenance on the Wind River Reservation is equivalent to the national average for all Indian reservations.

Chairman Hayden. I have two more insertions.

General Administrative Expenses

For general administrative expenses, $4,372,000 is requested for fiscal year 1963, an increase of $450,172 over the funds available during fiscal year 1962. The justifications for this request will be printed in the record.

(The justification follows:)

General Administrative Expenses

Appropriation 1961	$3,967,000
Appropriation 1962	3,967,000
Transferred to "Operating expenses, Public Buildings Service," General Services Administration (75 Stat. 353)	−45,172
Total amount available 1962	3,921,828

SUMMARY OF INCREASES 1963

Employee training program	100,000
Operating expenses	160,172
Boards of U.S. Civil Service examiners	25,000
Agency operations	165,000
Total	450,172
Budget estimate, 1963	4,372,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Departmental office	$1,078,962	$1,082,000	$1,202,000	+$120,000
2. Field offices	2,866,892	2,839,828	3,170,000	+330,172
Unobligated balance	21,146			
Total	3,967,000	3,921,828	4,372,000	+450,172

General administrative expenses

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Departmental office	$1,078,962	$1,082,000	$1,202,000	+$120,000
2. Field offices	2,866,892	2,839,828	3,170,000	+330,172
Total	3,945,854	3,921,828	4,372,000	+450,172

The estimate of $4,372,000 is an increase of $450,172 which will provide $100,000 to develop and train outstanding Bureau employees for top-level assignments; $160,172 for operating expenses, including increased travel costs authorized by Public Law 87–139; $25,000 for boards of U.S. civil service examiners; and $165,000 for increased operation costs at the agency level.

Need for increase

(*a*) *Training program, $100,000.*—Under this program the Bureau would undertake studies to forecast anticipated vacancies in the ranks of top-level personnel. A carefully devised human resource evaluation plan would then be applied to identify outstanding employees with potential for further development as Bureau administrators and managers. A number of these individuals would be given training to prepare them to fill vacancies in the executive ranks as they develop. Each trainee in this program would receive training in accordance with a training plan designed to meet individual needs. Training plans would be approved on the bureau and departmental level before training would be implemented. Selection of individuals for training would be in compliance with the Bureau's merit promotion program and subsequent personnel actions would be made under the Department of Interior-Civil Service Commission executive development training agreement.

(*b*) *Operating expenses, $160,172.*—The additional funds requested for operating expenses include $48,000 to cover increased cost for per diem authorized by Public Law 87–139 (75 Stat. 339) and $112,172 for other operating expenses.

Travel, $48,000: To cover increased cost of per diem authorized by Public Law 87–139. We have 10 area offices and 71 agencies or major installations located in 22 States administered by area directors and superintendents. Area directors and superintendents must travel wide areas to deal with Indians and State, county, and school district officials in the administration of Indian affairs. Currently, travel funds are inadequate.

Other expenses, $112,172: Departmental office, $12,000 for increased cost of supplies, telephone, postage, printing, utilities, etc., involved in servicing expanded Bureau programs.

Field offices, $100, 172 for increased cost of recurring expenses of operating agency and area offices. No additional funds have been provided to meet these increased costs over the past 10 years. Costs of utilities, communication services, supplies, and equipment have increased proportionately to the changes in the economy. The main factor contributing to increased cost of utilities, supplies, and other services is increased labor costs. Costs of fuel and labor have consistently increased over the past 10 years resulting in increased cost of utilities, supplies, and other services.

(*c*) *Boards of U.S. civil service examiners, $25,000.*—An additional $25,000 will provide essential expansion of our present limited examining program and greater job opportunities for our Indians. It will enable the Bureau to employ higher caliber individuals with better qualifications for the specific positions peculiar to our organization.

Over a period of years it became evident that a more effective examining program could be carried out by the establishment of boards of U.S. civil service examiners at agency and bureau level. Such boards are responsible for examining for positions peculiar to organizations and frequently assume full examining jurisdiction for all of their positions and similar ones in other Federal installations. Placing the examining responsibility with an agency or bureau permits Board members (who are bureau personnel) to assist in the development of qualification standards as well as rating schedules for positions peculiar to their organization, thereby establishing registers of qualified individuals. The Civil Service Com-

mission has pointed out our need to assume additional examining jurisdiction and in their regular inspection audits of the personnel management program they have continually pointed out the deficiencies in our current examining program.

The proposed board of U.S. civil service examiners will provide greater opportunities to the Indians for gainful employment in all segments of our Federal Government rather than confining them to an excepted appointment for one segment. Unless and until we are able to provide full examining coverage for positions not only peculiar to this Bureau but also positions for which the Civil Service Commission does not provide examination coverage, Indians with excepted appointments will not be eligible for conversion to career status or transfer to other Federal installations.

(*d*) *Agency operations, $165,000.*—The agency staffing pattern at the present time for most agencies is superintendent, administrative officer, secretary, general clerk, and clerk-typist. With only one clerk to handle the receiving, distributing, inventorying, and accounting for materials, supplies, and equipment at the agency, it is impossible to keep current in this work. The success of the Bureau's programs is directly dependent upon the success of the agency operation. The agency staff is dealing directly with the Indians in execution of programs. Adequate administrative staff must be provided to relieve program managers of details of supply.

In addition, increased activity in such items as realty transactions, timber sales, mineral development, expanded maintenance program, decidedly affects the workload of the Bureau in the billing, collection, distribution, disbursement, and accounting for revenues accruing from these sources. Most of these revenues are collected at the agencies. Additional clerical assistance is necessary to bill, receipt, and account for these increased collections of Government and trust moneys.

The requested increase will enable the Bureau to employ additional clerical assistance at agency offices to assist with the clerical duties required in the receipt distribution, utilization, and accounting for materials, supplies, and property.

Plan of work

The programs of the Bureau of Indian Affairs are administered from three primary organizational levels—the agency or reservation; the area, encompassing several agencies and reservations; and the central office. In the central office basic policy determinations are made, programs are evaluated, and operating procedures are developed, with the area and agency offices carrying out the various programs and functions. In many areas suboffices are also utilized to administer the various programs of the Bureau because of great distances, scattered Indian reservations and communities, and transportation and communication problems. The administration and financing of these programs are complicated by the diffusion of certain program segments to organizational units below the agency level such as schools and irrigation projects; isolation; the operation and maintenance of facilitating services common to all activities of the Bureau such as central heating plants; common facilities such as office, quarters, storage and supply facilities; and the interdependent nature of most of the programs serving the Indian people.

The Bureau's proposed 1963 administration program totals $7,372,000, of which $4,372,000 is requested under the "General administrative expense" appropriation and $3,000,000 allocable to program activities. A comparison of the program follows:

	1961	1962	1963
Administration program	$6,525,827	$6,550,328	$7,372,000
Share of participating program activities	2,579,973	2,628,500	3,000,000
General administrative expense appropriation	3,945,854	3,921,828	4,372,000

The total amount requested for administration, including the increase of $450,172, is $7,372,000 or 3.7 percent of the budget estimate.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$3,945,854	$3,921,828	$4,372,000	+$450,172
Transferred to "Operating expenses, Public Buildings Service," General Services Administration		45,172		−45,172
Unobligated balance lapsing	21,146			
Appropriation	3,967,000	3,967,000	4,372,000	+405,000
Obligations by objects:				
11 Personnel compensation	3,050,314	3,049,703	3,259,076	+209,373
12 Personnel benefits	235,121	238,394	255,370	+16,976
21 Travel and transportation of persons	212,553	240,189	352,529	+112,340
22 Transportation of things	20,381	19,700	26,700	+7,000
23 Rent, communications, and utilities	146,071	114,964	136,964	+22,000
24 Printing and reproduction	35,223	34,160	37,160	+3,000
25 Other services	72,206	75,763	77,763	+2,000
Services of other agencies	30,000	33,000	36,000	+3,000
26 Supplies and materials	95,880	94,597	151,134	+56,537
31 Equipment	101,106	74,212	92,158	+17,946
42 Insurance claims and indemnities	2,600	2,500	2,500	
Subtotal	4,001,455	3,977,182	4,427,354	+450,172
Deduct quarters and subsistence charges	55,601	55,354	55,354	
Total obligations	3,945,854	3,921,828	4,372,000	+450,172

REVOLVING FUND FOR LOANS

Chairman HAYDEN. It is requested that $4 million be appropriated for the revolving fund for loans. The statement in support of this request will be printed in the record, as will the statement with regard to activities carried out with tribal funds.

(The information referred to follows:)

BUREAU OF INDIAN AFFAIRS

Revolving fund for loans

Appropriation, 1961		
Receipts and revenues	$2,979,660	
Unexpended balance June 30, 1960	4,462,458	
Total amount available, 1961		$7,442,118
Decreases:		
Acquisition of loans	$2,559,355	
Administrative expenses	686,566	
		3,245,921
Unexpended balance June 30, 1961		4,196,197
Increases:		
Appropriation, 1962	$4,000,000	
Receipts and revenues	1,755,000	
		5,755,000
Total amount available, 1962		9,951,197
Decreases: Acquisition of loans		9,000,000
Unexpended balance June 30, 1962		951,197
Increases:		
Loan program	$4,000,000	
Receipts and revenues	765,000	
		4,765,000
Total amount available, 1963		5,716,197
Less:		
Receipts and revenues	$765,000	
Unexpended balance June 30, 1962	951,197	
		1,716,197
Budget estimate, 1963		4,000,000

Revolving fund for loans

Activity	Appropriated, 1961	Appropriated, 1962	Estimate, 1963	Increase (+) or decrease (−)
Loan program		$4,000,000	$4,000,000	

Revolving fund for loans.—The estimate for this appropriation item is $4 million. This amount is the same as the appropriation for fiscal year 1962. A total of $27 million has been authorized for the fund, of which $10 million was authorized by Public Law 87–250 approved September 15, 1961. The purpose of the fund is to make loans to Indians and Indian organizations to promote their economic development. A total of $17,799,600 of the amount authorized has been appropriated.

The demand and need for loans far exceed the amount of funds available. Although all of the appropriation acts appropriated money to a single revolving loan fund, separate memorandum accounts have been maintained because of the form of the authorization language reserving funds for Oklahoma (49 Stat. 1968, 25 U.S.C. 506) and Navajo-Hopi (64 Stat. 44, 25 U.S.C. 631) Indians. The available cash balance consequently is not available for loans to all Indians and Indian organizations.

Plan of work.—The objective of loans from the revolving fund is to help improve economic and social conditions among Indians through the proper development and utilization of their resources. The work is planned with this object in view. Indians need capital to utilize and develop their resources, both physical and human. Many are without the necessary capital. It has to be borrowed. Primary emphasis is placed upon helping Indians borrow money from the same sources that furnish capital to other citizens. Where, because of the trust status of their property, lack of security, low economic status, or for other reasons, Indians are unable to obtain capital from customary sources, and where tribal funds are not available for financing, loans from the revolving fund are made.

		General fund	Navajo-Hopi	Oklahoma	Total
Unallotted commitments Dec. 31, 1961		$7,973,953	$125,000	$445,000	$8,543,953
Additional applications authorized		5,251,082	50,000	349,000	5,650,082
Applications being held or submittal delayed pending availability of funds		7,110,000	250,000	50,000	7,410,000
Additional applications for tribal land purchases to be held pending availability of funds		19,525,000			19,525,000
Requirements Dec. 31, 1961		39,860,035	425,000	844,000	41,129,035
Less cash balance Dec. 31, 1961	$5,339,009				
Alaska reserve	740,888				
		4,598,121	552,270	1,169,742	6,320,133
Balance			127,270	325,742	
Shortage		35,261,914			34,808,902

The additional appropriation requested will complete the amount authorized for the general fund with the exception of $2,000,400.

	General fund	Navajo-Hopi	Oklahoma	Total
Appropriated	$13,999,600	$1,800,000	$2,000,000	$17,799,600
Appropriation requested	4,000,000			4,000,000
Authorized but not appropriated	2,000,400	3,200,000		5,200,400
Total authorized	20,000,000	5,000,000	2,000,000	27,000,000

The cash balances available for loans to Navajo-Hopi and Oklahoma Indians are adequate to take care for foreseeable needs.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
PROGRAM AND FINANCING				
Total obligations	$3,245,921	$9,000,000	$5,000,000	−$4,000,000
Revenues and other receipts	−2,979,660	−1,755,000	−765,000	+990,000
Unobligated balance brought forward	−4,462,458	−4,196,197	−951,197	+3,245,000
Unobligated balance carried forward	4,196,197	951,197	716,197	−235,000
New obligational authority (appropriation)		4,000,000	4,000,000	
OBLIGATIONS BY OBJECTS				
11 Personnel compensation	536,533			
12 Personnel benefits	38,882			
21 Travel and transportation of persons	42,474			
22 Transportation of things	6,355			
23 Rents, communications and utilities	29,678			
25 Other services	6,883			
26 Supplies and materials	17,324			
31 Equipment	9,506			
33 Investment and loans	2,566,288	9,000,000	5,000,000	−4,000,000
Subtotal	3,253,923	9,000,000	5,000,000	−4,000,000
Deduct quarters and subsistence charges	8,002			
Total obligations	3,245,921	9,000,000	5,000,000	−4,000,000

Tribal Funds

HIGHLIGHT STATEMENT

Approximately 300 Indian tribes, bands, or identifiable groups have approximately 600 accounts in the U.S. Treasury which are used for the conduct o tribal financial programs, enterprises, businesses, and other tribal affairs. These funds are available for various purposes under various acts of Congress and are also subject to the provisions of tribal constitutions, bylaws, charters, and resolutions of the various tribes, bands, and groups.

Tribes who need their own funds which are on deposit in the U.S. Treasury are required to prepare budgets for approval. Tribal funds are programed under three categories, namely, "Permanent authorization," "Annual authorization," and "Indefinite authorization."

Funds programed under the "Permanent authorization" are made available under various acts of Congress and can be disbursed either through the Treasury disbursing offices or advanced to a tribe for disbursement through the Indian Service disbursing agent's accounts or advanced to a tribe for the disbursement by a bonded tribal treasurer under an approved plan of operation. These funds do not require annual approval by Congress but are reported annually in the budget schedules. Funds programed under the "Annual authorization" are disbursed through the Treasury disbursing offices, subject to the same procedures and limitations as appropriated gratuity funds and require annual approval by Congress. Funds programed under the "Indefinite authorization" are made available under the annual Interior Department Appropriation Act under the heading "Tribal funds." These funds are advanced to tribes for disbursement by Indian Service disbursing agents or by bonded tribal treasurers under a plan of operation. The following proviso makes these funds available "* * * *Provided*, That in addition to the amount appropriated herein, tribal funds may be advanced to Indian tribes during the current fiscal year for such purposes as may be designated by the governing body of the particular tribe involved and approved by the Secretary: * * *." Some Indian tribes employ more than one of the above methods in conducting their affairs.

In the last 10 to 15 years many tribes have progressed to the point that they have taken over the management of their affairs and the disbursement of their funds under a plan of operation previously approved by the Secretary and it is the policy of the Bureau to encourage tribes in this respect. Annual audits made of tribal funds by certified accountants of commercial auditing firms are submitted to the Bureau for review and information.

Tribal funds

Appropriation, 1961	$3,000,000
Appropriation, 1962	3,000,000

SUMMARY OF INCREASES AND DECREASES, 1963

No increase or decrease in this appropriation,	
Net change, 1963	0
Budget estimate, 1963	$3,000,000

INDIAN TRIBAL FUNDS

Statement relating 1961, 1962, and 1963 programs

1961 appropriation (annual authorization)	$3,000,000
1962 budget estimates (annual authorization including supplementals submitted to Congress)	3,000,000
Total appropriations for 1962	3,000,000
Deduction	
Education	125
Forest and rangelands	27,410
Soil and moisture conservation	8,425
Agricultural extension	50
Administrative expenses	20,502
Land acquisition	41,125
Compensation and expenses of tribal attorneys	46,280
Tribal officers and council expenses	895
Management of Indian trust property	5,557
Total	350,369
Subtotal	2,649,631
Additions:	
Fire suppression	2,500
Law and order	30,781
Credit	4,090
Repair and maintenance facilities	5,153
Equipment	5,206
Buildings and utilities	29,838
Miscellaneous tribes	279,001
Total	350,369
Total estimate for 1963 (annual authorization)	3,000,000

TRIBAL FUNDS

Analysis of activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Education and welfare services	$116,142	$146,976	$177,132	+$30,156
2. Resources management	703,397	757,099	724,700	−32,399
3. Construction and land acquisition	406,269	398,853	189,772	−209,081
4. General tribal affairs	954,832	1,697,072	1,908,396	+211,324
Total	2,180,640	3,000,000	3,000,000	

Analysis of annual authorizations by activities

Activities	1962	Deductions	Additions	1963
1. Education and welfare services	$146,976	$125	$30,281	$177,132
2. Resources management	757,099	41,442	9,043	724,700
3. Construction and land acquisition (capital additions)	398,853	241,125	32,044	189,772
4. General tribal affairs	1,697,072	67,677	279,001	1,908,396
Total	3,000,000	350,369	350,369	3,000,000

Indian tribal funds

	1961	1962	1963
1. Permanent authorization	$131,967,703	$56,019,802	$64,073,752
2. Annual authorization	2,180,640	3,000,000	3,000,000
3. Indefinite authorization	2,917,092	5,487,180	3,483,069
Total	137,065,435	64,506,982	70,556,821

COMPARATIVE STATEMENT OF ANNUAL AUTHORIZATION ACTIVITIES

1. Education and welfare services	$116,142	$146,976	$177,132
2. Resources management	703,397	757,099	724,700
3. Construction and land acquisition (capital additions)	406,269	398,853	189,772
4. General tribal affairs	954,832	1,697,072	1,908,396
Total	2,180,640	3,000,000	3,000,000

Plan of work.—No part of the funds contained in this estimate represents a charge upon the Federal Treasury. This item reflects the disbursement of funds to the credit of Indian tribes or bands under numerous special acts of Congress in compliance with the terms of the various trusts and for carrying out tribal programs recommended by the tribal governing bodies with the approval of the Commissioner of Indian Affairs.

The budget schedule reflects under the permanent authorization disbursements from the tribal trust funds authorized by permanent legislation, and under the annual and indefinite authorizations amounts requested annually by the various tribes for carrying out various tribal activities.

The estimate, therefore, is restricted to the funds requested annually as required by section 27 of the act of May 18, 1916 (39 Stat. 158).

Comparative statement of annual authorization by subactivity

	1961	1962	1963
1. Education and welfare services	$116,142	$146,976	$177,132
Health	343	500	500
Education	2,935	6,125	6,000
Welfare	6,789	10,600	10,600
Law and order	106,075	129,751	160,032
2. Resources management	703,297	757,099	724,700
Forest and range lands	295,070	273,440	246,030
Fire suppression	3,477	5,000	7,500
Agricultural extension	7,988	8,050	8,000
Credit	66,792	88,412	92,502
Soil and moisture conservation	36,218	36,350	27,925
Repair and maintenance of facilities	33,738	70,578	73,031
Management of Indian trust property	260,114	275,269	269,712
3. Construction (capital additions)	406,269	398,853	189,772
Buildings and utilities	153,549	48,162	78,000
Equipment	35,773	9,566	11,772
Land acquisition	216,947	341,125	100,000
4. General tribal affairs	954,832	1,697,072	1,908,396
Administrative expenses	627,619	379,992	359,490
Compensation and expenses of tribal attorneys	230,439	145,430	99,150
Tribal officers and council expenses	96,774	107,399	106,504
Miscellaneous tribes	.....	1,064,251	1,343,252
Grand total	2,180,640	3,000,000	3,000,000

STATUS OF LAW-AND-ORDER PROGRAM

Chairman HAYDEN. Any more questions?

Senator MUNDT. Yes, sir. Mr. Nash, last year during the hearings I had a colloquy with your associate here, Mr. Massey, concerning the status of law-and-order programs on the reservation and it is my recollection that the record will show that Mr. Massey and I reached a conclusion that there is plenty of room for improvement in this program. I see now you have requested $2,295,000 for fiscal 1963, an increase of $646,000 over 1962, and an increase of $119,656 over 1961. These are rather significant increases. Do you feel that this increased money will effect any real improvement in the law-and-order program and if so, how?

Mr. NASH. Yes, sir. We feel it will effect some improvement. We would not, by any means, assert that this will go all the way or effect all the improvements that are necessary. What we will be able to do with this additional money is to take back from tribal governments some of the expenses of law-and-order activities they have been carrying on with their own tribal funds. In cases where we have reason to feel that the law-and-order program, the protection of life and property is inadequate, or we feel they are really not capable of carrying on a long-range program we propose to absorb part of the cost. For example, these 95 positions, which is the reason for the $646,000 increase, will provide some law-and-order specialists, provide criminal investigators, additional police officers, clerks, cooks, and some additional Indian judges.

QUALIFICATIONS OF JUDGES

Senator MUNDT. On judges, that seems to be the weakness. Can we expect any upgrading in the qualifications of the tribal judges? Last year the record showed that about the only uniform qualifica-

tions for these posts was that the individual was not a convicted felon. That does not inspire much confidence in the anticipated quality of justice. Are you giving any thought to some overall changes and improvements in this program and in setting up some criteria which would be a little bit more constructive than simply that they have not been involved in a felonious crime?

Mr. NASH. Yes, sir. We are very much concerned with the quality of the judges and the need for better background and training.

Senator MUNDT. Will you supply a list of these new criteria as to what the qualifications are for a justice? Put that in the record or give it to us now, if you have it.

Mr. NASH. Yes, sir. It is in the record.

(The information referred to follows:)

Under excepted qualification standards approved by the Department in 1950, positions of Indian judge are restricted to persons of at least one-fourth degree of Indian blood who are enrolled members of the tribe to be served by the position. Candidates are required to be well versed in tribal customs. They must be of high moral character and must have the respect of the tribe. They must be honest, trustworthy, and of good integrity, sound judgment, and temperate habits. They must never have been convicted of a felony nor of a misdemeanor within the year immediately preceding appointment. The positions of Indian judge are ungraded. The rate of pay is $20 per day for chief judges and $15 per day for associate judges while actually employed on the basis of an undetermined tour of duty but not to exceed 120 days per year.

In 1950, the Civil Service Commission approved the classification of positions of Indian judge in grade GS-986-9. However, classification applies only to full-time positions and to part-time positions when the incumbents work a predetermined regularly scheduled tour of duty. Since the incumbents of Indian judge positions spend only 1 or 2 days a week performing duties on an irregular, undetermined basis which depends on the need for holding court, it was determined, pursuant to title II, section 202, paragraph (30) of the Classification Act of 1949, as amended, that Indian judges would be exempt from classification requirements, and the pay rates indicated above were administrativley fixed.

It is planned to raise the qualification standards for judges to require experience or education or a combination of both. It is also planned to establish standards so as to permit the employment of non-Indians who possess qualifications as attorneys or judges of courts of record.

There are no existing civil service standards of which we are aware for positions of this nature. It will be necessary, therefore, to develop such standards in cooperation with the Department and the Civil Service Commission. In general, it is proposed that the standards will require the education, or experience, or a combination, to administer, supervise, or perform quasi-legal work involving the knowledge and application of laws, regulations, precedents, and practices pertaining thereto but not requiring legal training equivalent to that represented by graduation from a recognized law school. The qualifications for non-Indians may be more extensive and may require legal training, education, or experience as a judge, or a combination.

LEGISLATION AUTHORIZING STATE JURISDICTION

Senator MUNDT. Have you given any further consideration to endorsing legislation which would authorize the Secretary to enter into a contractual agreement to reimburse the States for actual costs involved when the State assumes law-and-order jurisdiction as provided for under the provisions of Public Law 280 of the 83d Congress?

Mr. NASH. We have given a good deal of thought to it, Senator, pursuant to your request to Mr. Massey last year. He called my attention to it when I first became Commissioner. In fact, I was a member of the task force when we had the whole matter under study.

Now, the departmental position is, of course, still that contained in Assistant Secretary Carver's letter of last spring and we are in all

respects bound by that. In our discussions, however, let me say that we share your concern about all aspects of the law-and-order problem throughout the Indian country with respect to jurisdiction, with respect to effective protection of life and property, and with respect to the need for improvement in tribal programs where those must still remain.

FINDINGS OF CONSTITUTIONAL RIGHTS COMMITTEE

The other representatives of the Congress, Senator Ervin's Subcommittee on Constitutional Rights, we think have been very helpful. That subcommittee very properly called attention not only to inadequate protection of life and property, but to the possibility of denial of civil rights by tribal courts.

Senator MUNDT. Is it not true that the person before one of these courts lacks the appellate procedures which an outside citizen would get if he were not on a reservation?

Mr. NASH. That is partly true and partly not true. The Secretary's code of regulations provides for appellate procedure. The task force found in many cases the tribal government had not appointed or employed the requisite number of judges and therefore in fact there was no appellate procedure.

APPELLATE PROCEDURE

Senator MUNDT. When you are talking about the appellate procedure, are you talking about a purely tribal appellate procedure or are you talking about giving the Indian or, for that matter, the non-Indian involved in litigation before one of these courts, the full rights that any other citizen has to utilize the appellate procedure established in our concept of jurisprudence, including the Supreme Court?

PROCEDURES IN TRIBAL COURTS

Mr. NASH. At this point, sir, I am talking only about procedure within the tribal courts and by appeals therefrom to other tribal courts and eventually to the Secretary of the Interior.

Naturally, where the 11 major crimes are concerned, there is, of course, all the appeal procedure that is open to anybody in the Federal court system. It seems to us that the problem is basically one of not quite enough to go around in the way of support for the law-and-order programs wherever they are. In addition to that, there are, of course, deficiencies in some of the tribal constitutions. We are working with them and propose to do more during this coming year to encourage them to bring their own tribal ordinances closer in harmony with the State law-and-order codes in cases they decide. For example, in your own State of South Dakota, the Rosebud Sioux Tribe has recently adopted the State traffic code as its own tribal ordinance. There are many other places where similar improvement could be effected with more people to work with the tribes and counsel them and help them.

IMPROVEMENT OF TRIBAL COURTS

In other words, we regard this as a problem which has to be attacked on a broad front and which involves the improving of tribal courts and improving the enforcement of law under existing systems what-

ever they may be. The question of going the route that you discussed with Mr. Massey last year and which was the subject of proposed legislation I must, in all frankness, say presents certain problems. One is that this was discussed last year in the atmosphere of State legislative enactments which proposed 100 percent of the costs to be paid by Johnson-O'Malley-type contracts, although the other Johnson-O'Malley-type contracts would not go a hundred percent of the way. In addition to that the task force was making its study at just about the time this proposal was making its rounds. It led to serious apprehension among the Indians and a serious problem of Indian cooperation and willingness to go along with their own improvement. They felt that rights that are very meaningful to them, which may have a great deal of economic value or may have sentimental value, but nevertheless are very real to them—hunting and fishing, for example, water rights—they feel that protection under State law would be inadequate.

One of the things we have to do, I think, is to satisfy them that in the long run these rights, whatever they are, will be fully protected and therefore we propose to take forward steps in improved law and order, but to take it step by step.

Senator MUNDT. I was not thinking that the time was here or that the action would be wise to compel all of these transfers to be made to the State, but it seems to me we should encourage enlightened leadership of progressive tribes to move in the direction of making these contractual arrangements and having the Government reimburse the State then for its actual cost, because I am sure you are going to have a happier situation all around if you have one code of laws, one system of jurisprudence for everybody living in the State.

Mr. NASH. I fully agree.

Senator MUNDT. And the same caliber of judges, the same rights of appeal, and the dual concept of Government standard and morality. We are outgrowing that in the country. There was a time maybe when it was unjustified. You are a new man on the job. You were not here last year. I hope you do not close up your mind to the possibility of Public Law 280 and of this concept and you move in that direction. In the meantime, so long as we have these courts, it is certainly imperative we upgrade very substantially the quality of the justices and to establish pretty constructive and useful criteria which they have to pass, because if a man's future is to be determined by a judge, you want to get a pretty good judge.

Mr. NASH. Yes, I agree with you fully and I think that you have put your finger on a very serious and very difficult problem. We would want for them the same thing we would want for ourselves.

Senator MUNDT. That is right.

That is all, Mr. Chairman.

Chairman HAYDEN. If there are no further questions, the committee will stand adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 12:15 p.m., Tuesday, February 27, 1962, the committee recessed to reconvenue at 10 a.m., Wednesday, February 28, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

WEDNESDAY, FEBRUARY 28, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Byrd, McGee, Young, and Dworshak.

DEPARTMENT OF THE INTERIOR

OFFICE OF COAL RESEARCH

STATEMENTS OF GEORGE A. LAMB, DIRECTOR; BERNARD S. BECKLER, CHIEF, DIVISION OF ECONOMICS AND MARKETING; NEAL P. COCHRAN, CHIEF, DIVISION OF UTILIZATION; G. EDWARD LARSON, CHIEF, CONTRACTS AND ADMINISTRATION; AND WAYNE A. McCURDY, CHIEF, DIVISION OF MINING AND PREPARATION

BUDGET ESTIMATE

Chairman HAYDEN. The Office of Coal Research requests an appropriation of $2 million during fiscal year 1963, as compared with an appropriation of $1 million in 1962.

The justification for this request will be placed in the record.

(The justification follows:)

The Office of Coal Research is charged with responsibility, under Public Law 86–599, to contract for research undertakings designed to encourage and stimulate the production and conservation of coal in the United States through research and development by authorizing the Secretary of the Interior to contract for coal research, and for other purposes.

With carryover funds from fiscal year 1961 and a new appropriation for fiscal year 1962, the Office of Coal Research has been staffed within the availability of these funds, and is functioning within the framework of the law and the intent of Congress and this administration to carry forward an effective program of contract research aimed to develop new and more efficient methods of mining, preparing and utilizing coal.

A continuing review and evaluation of scientific, technical, and economic research proposals is going forward on proposals as received and stimulated by the Office of Coal Research. Such proposals are coming from industry, from profit and nonprofit research organizations, from trade groups, from educational institutions and private individuals.

Meetings of the General Technical Advisory Committee of the Office of Coal Research have been held in order to apprise the Committee of OCR activity, both current and pending, and also to obtain the guidance and judgment of the Committee, from an individual as well as collective standpoint, for OCR contract activity as planned for the future.

Each proposal for coal research is considered by the OCR staff as a possible component part of an integrated contract research program, or complex, and some proposals thus must precede others in the priority or scheduling for contract under the integrated program. Some proposals which may be passed over at the present time may later be reevaluated and reconsidered for possible contracts in the light of progress made in the overall complex.

Under the request for fiscal year 1963 a program only slightly larger than the one which was possible this year would be carried out.

It is proposed to increase the limitation on administration and supervision expenses.

Salaries and expenses

Appropriation, 1961	$1,000,000
Appropriation, 1962	1,000,000
Unobligated balance from prior year	939,980
Total available, 1962	1,939,980

SUMMARY OF INCREASES, 1963

Acceleration of program	60,020
Budget estimate, 1963	2,000,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Administration and contract supervision	$60,020	$225,000	$310,000	+$85,000
2. Contract research		1,714,980	1,690,000	−24,980
Unobligated balance	939,980			
Total	1,000,000	1,939,980	2,000,000	+60,020

JUSTIFICATION

The fiscal year 1963 estimate of $2 million represents an increase of $60,000 over the appropriated amount available for fiscal year 1962, plus the carryover balance from fiscal year 1961.

To encourage and stimulate the production, utilization, and conservation of coal through research and development, a sum of $2 million is requested.

This money will be expended for administration of the Office of Coal Research for the compensation and expenses of advisory committee members, for the compensation of consultants, and for a contract program of coal research and development with Government and non-Government organizations.

Fiscal year 1961 was the first year of operation of the Office of Coal Research. A substantial portion of the year was underway before the Office of Coal Research was staffed and operating. No contracts for research were let with fiscal year 1961 funds. Only a small portion of the funds available to the Office of Coal Research were expended for staffing and equipment needs and there was a carryover balance of $939,980. During fiscal year 1962, however, the Office will be more fully staffed and the research and development program in full operation.

A considerably expanded research and development program during fiscal year 1963 will require availability of funds at a level designed to carry forward going research projects, as well as new projects in the offing.

Research and development underway and contemplated for the future within the limits of the Coal Research Act and including scientific, technical, and economic research and the practical application of that research, covers such fields as mining, preparation, utilization, transportation, and marketing of coal.

Specific projects may supplement research previously conducted or currently-underway, but the bulk of the research and development effort will extend primari-

ly into entirely new areas of research and development. A specific program of contract research is selected only after very careful evaluation and an assessment of the impact which that program, if successful, will have on improving the position of the coal industry in the Nation's total economy. The correlation of a specific research and development proposal to other Office of Coal Research projects underway or planned, is considered, as well as the time required to obtain results and enable us to check the practical applications of those results. Those contract proposals which are evaluated as likely to produce the earliest practical results will continue to receive priority attention. However, there is a clear recognition that a specific piece of research or development which may not appear promising today, may nevertheless be the key to a future project which will contribute to a substantial increase in coal tonnage at a future date as a result of intervening coal research efforts.

Coal research activities, from all sources, continue to lag behind the level of the research effort of other fuels and commodities. Coal production, nationwide, continues at a level just able to sustain the industry on a continuing basis with no room for real progress either in technology or the industry's position vis-a-vis competitive fuels. It is, therefore, important that an expanded level of Federal funds and effort be made available for this purpose.

It is apparent that, given a sufficient period of time, funds, and effort, the Office of Coal Research, acting on the basis of promising proposals currently in hand, and others still likely to come forward in the months and years ahead, as well as research ideas generated internally within the OCR technical staff, will be able to make substantial progress toward alleviation of the distress conditions that prevail in the industry, and actually move in such a manner as to strengthen the competitive position of coal as an important and basic natural resource. The Office of Coal Research will continue to make every effort to contract for research projects which show promise of the earliest possible major accomplishment toward betterment of the industry's position. However, it is recognized that there may be many instances where a specific piece of research, basic to the overall solution of the problems confronting the industry, will have to be supported and solved before the practical step designed to result in substantial new tonnage is accomplished.

The future growth of the Nation and the consequent increased demands for bulk energy at low cost will require that coal be prepared to bear its full share of the requirements for low-cost fuel.

In order to properly carry on the expanded program of the Office of Coal Research, it will be necessary to increase the limitation on funds available for administration and supervision from $225,000 to $310,000 for fiscal year 1963, and to increase the number of employees from 18 to 27. As a minimum, in order to properly accomplish the task before us, it is essential that these increases be made.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$60,020	$1,939,980	$2,000,000	+$60,020
Unobligated balance carried forward	939,980	−939,980		+939,980
Appropriation	1,000,000	1,000,000	2,000,000	+1,000,000
Obligations by objects:				
11 Personnel compensation	35,851	174,000	250,000	+76,000
12 Personnel benefits	2,529	11,000	18,000	+7,000
21 Travel and transportation of persons	2,551	17,000	18,000	+1,000
22 Transportation of things		1,000	1,500	+500
23 Rent, communications, and utilities	660	4,000	5,000	+1,000
24 Printing and reproduction	627	4,000	5,000	+1,000
25 Other services	3,573	1,717,980	1,690,000	−27,980
Service of other agencies		2,000	1,900	−100
26 Supplies and materials	1,463	4,000	5,000	+1,000
31 Equipment	12,766	5,000	5,000	
Total obligations	60,020	1,939,980	2,000,000	+60,020

PREPARED STATEMENT

Chairman HAYDEN. We will be glad to have you discuss this estimate.

Mr. LAMB. Mr. Chairman, I have a statement. Would you like me to read it or summarize it?

Chairman HAYDEN. If it is long, you may summarize it.

(The statement referred to follows:)

STATEMENT OF GEORGE A. LAMB, DIRECTOR OF COAL RESEARCH

I find it a special pleasure, on this occasion, to present the program developed in our Office under Public Law 86-599. The budget estimate for new funds for the Office of Coal Research during fiscal year 1963 is $2 million.

Operations of the Office of Coal Research have begun to move forward through an effective program of contract research designed to bring assistance to the coal industry. Coal is an abundant resource and its greater utilization as a source of energy will be of national benefit.

In recent years bituminous production has stayed around 410 million tons. This figure is considerably below the 500 million tons which the industry has stated it must produce in order to maintain its plant and equipment and to meet the needs of an emergency demand. The need to raise anthracite output is clear. To assist in the development of a stronger coal market in the more immediate years, the Congress created the Office of Coal Research. Although this tremendous assignment is shared with the industry itself and with other agencies of Government and private business, the eventual success or failure of the Office of Coal Research will be measured by its contribution to the development of expanded coal markets.

A vital function of the Office of Coal Research is to aid in finding better and cheaper ways of mining and preparing coal, delivering it to the consumer at lower cost, and improving the efficiency and convenience of its utilization.

Staffing of the new organization was essentially completed shortly after mid-year. In addition to the Director and Assistant Director, the Office of Coal Research consists of four operation divisions—contracts and administration, utilization, economics and marketing, mining and preparation—each headed by a division chief.

The purpose of the Office of Coal Research is to contract for, sponsor, cosponsor, and coordinate research to develop new and more effective uses for coal, to expand present coal uses, and to reduce the cost of coal production and distribution.

As contrasted with the longer term and more basic research program of the Bureau of Mines, the new Office of Coal Research is concentrating its efforts on short-range projects aimed at providing the most immediate assistance to the coal industry. There is no conflict between the two agencies.

Up to the present time, nearly 200 contract proposals have been received and reviewed by the staff of the Office of Coal Research. These proposals came from colleges and universities, coal industry research groups, corporate research organizations, mining and industrial companies, and in some cases from private individuals. It is expected that within a matter of a couple of months, all of the available funds will be committed to contracts.

What are the objectives of the Office of Coal Research and how do we propose to achieve them? Broadly stated, our prime objective is to maximize the value of the coal industry to the national economy. These impressive words can be clarified by saying that we want to see new uses of coal developed and present uses expanded. Our success will be measured largely by the volume of tonnage expansion, and our efforts will be shaped accordingly. But if commercial markets for other products associated with coal can be developed, this is another measure of success.

While increased coal volume is a major consideration in our program, this does not mean that we are not interested in projects that offer little or no tonnage potential. Some projects may correlate with or be vital to other projects that do offer such potential. As an example, a proposal concerning coal chemicals might offer prospects of only limited tonnage increase—but it might result in a profitable undertaking that could help support a proposal of appreciable tonnage impact—or it might develop a new product of special importance to the Nation.

The Office of Coal Research will conduct no projects with its own staff. Instead, it will provide funds for research and development projects through con-

tractual arrangements with universities and colleges, research organizations, mining and manufacturing firms, qualified and equipped individuals, and with other Government agencies. When appropriate, OCR may also cosponsor projects with other agencies or organizations. Work is to be done under contractual arrangements covering particular activity as differentiated from grants sometimes made to nonprofit institutions.

Although all information, uses, products, processes, patents, and other developments resulting from research under Public Law 86–599 must be held available to the public, the spirit of the legislation dictates a considerate treatment of patent policy. Therefore, the decision on patent title will be determined with reference to the equities of the situation. Title to all patents developed as a result of contractual research will be decided on an individual basis. Where justified by unique experience, qualifications, or background knowledge, the contractor may be allowed to obtain title to the resulting patents and royalty rights thereto subject to issuance of royalty-free licenses to the U.S. Government and issuance of licenses to domestic users for reasonable royalties.

All proposals received will be given a careful evaluation by the technical staff of OCR, utilizing in many cases the technical competence and knowledge of our general advisory committee and the professional consultants appointed for this purpose. Evaluation of some projects may require a considerable degree of study.

A prime factor in the evaluation of any proposal will be its impact, if successful, on improving the position of the coal industry in the national economy. As previously mentioned, the correlation of the proposal with other OCR projects will also be considered, as will the time required to obtain results. Those evaluated as likely to produce the earliest practical results will receive primary attention. At the same time, a proposal that fails to appear promising today might be the key to a sure tonnage project next year because of certain developments in the meantime. Other factors given consideration include, but are not limited to, the competence of the contract proposer and members of his staff, the availability and completeness of the required facilities, compatibility with other research, work now going on or conducted in the past and cost of the work to be performed.

We want to do a painstaking job in contract evaluation. The need for coal research is great, and we want to buy the greatest possible benefit to the national economy, to the coal industry, and to the American taxpayer with every dollar spent.

There may be additional points or areas of activity that members of the committee will wish to know about. I and my staff will do our best to answer any questions.

General Statement

Mr. Lamb. Yes. I find it a special pleasure, on this occasion, to present the program developed in our Office under Public Law 86–599. The budget estimate for new funds for the Office of Coal Research during fiscal year 1963 is $2 million.

Operations of the Office of Coal Research have begun to move forward through an effective program of contract research designed to bring assistance to the coal industry. Coal is an abundant resource and its greater utilization as a source of energy as well as other new uses will be of national benefit.

BITUMINOUS COAL PRODUCTION

In recent years bituminous production has stayed around 410 million tons. This figure is considerably below the 500 million tons which the industry has stated it must produce in order to maintain its plant and equipment and to meet the needs of an emergency demand. The need to raise anthracite output is clear. To assist in the development of a stronger coal market in the more immediate years, the Congress created the Office of Coal Research. Although this tremendous assignment is shared with the industry itself and with other agencies of Government and private business, the eventual

success or failure of the Office of Coal Research will be measured by its contribution to the development of new and expanded coal markets.

FUNCTIONS OF OFFICE

A vital function of the Office of Coal Research is to aid in finding better and cheaper ways of mining and preparing coal, delivering it to the consumer at lower cost, improving the efficiency and convenience of its utilization, and developing through our contract research program entirely new uses, products, and processes.

Staffing of the new organization was essentially completed shortly after midyear. In addition to the Director and Assistant Director, the Office of Coal Research consists of four operating divisions—contracts and administration, utilization, economics and marketing, mining and preparation—each headed by a division chief.

The purpose of the Office of Coal Research is to contract for, sponsor, cosponsor, and coordinate research to develop new and more effective uses for coal, to expand present coal uses, and to reduce the cost of coal production and distribution.

As contrasted with the longer term and more basic research program of the Bureau of Mines, the new Office of Coal Research is concentrating its efforts on short-range contract projects aimed at providing the most immediate assistance to the coal industry. There is no conflict between the two agencies.

PROPOSALS AND CONTRACTS AWARDED

Up to the present time, nearly 200 contract proposals have been received and reviewed by the staff of the Office of Coal Research. These proposals came from colleges and universities, coal industry research groups, corporate research organizations, mining and industrial companies, and in some cases from private individuals. It is expected that within a matter of a couple of months, all of the available funds will be committed to contracts.

Total funds available in fiscal 1962 amounted to $1,940,000, of which $225,000 was earmarked for administrative activity, leaving $1,715,000 for research.

Three contracts have been awarded, representing an outlay of $412,000. There are nine additional projects upon which contract negotiations have been virtually completed that will represent a fiscal 1962 outlay of approximately $1 million, of which $600,000 is already encumbered.

STATUS OF PROJECTS

As to five of these nine projects, we will be able to fund only the initial or preliminary phases. On this basis, slightly over $300,000 would remain. However, there are still other projects upon which considerable negotiation has been done. These would take the remaining funds. We are confident that all of our currently available funds, as I mentioned earlier, will be obligated before the end of the fiscal year.

Among these projects there is one I felt sure would be under contract by today. However, certain legal language has to be modified, which may take several days. It is a project that shows great promise for developing the coal market. It involves a new process whereby

coal is treated by high voltage electrical discharges to produce chemicals and synthetic fuels. A total of $200,000 from this year's funds is encumbered for this project, enough to start preliminary work when the contract is signed.

Mr. Chairman, I also have the annual report of the Office which was signed by Secretary Udall and perhaps I might submit a copy, because it contains some of the details on projects.

Chairman HAYDEN. I think it would be well to have it for the record.

(The information referred to follows:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., February 15, 1962.

THE PRESIDENT,
The White House, Washington, D.C.

DEAR MR. PRESIDENT: Section 7 of Public Law 86-599 (74 Stat. 336), approved July 7, 1960, provides that the Secretary of the Interior shall submit to the President and the Congress, on or before February 15 of each year, a comprehensive report concerning activities under the authority of this act during the preceding year. This act is administered in the Office of Coal Research of the Department of the Interior.

Organization of the Office of Coal Research, upon an operational basis, began immediately after the appointment of its Director on April 8, 1961. By midsummer, selection of the key professional personnel had been completed. The organizational structure of this Office is shown on attachment A.

The act provides that the Office of Coal Research is "to encourage and stimulate the production and conservation of coal in the United States through research and development by authorizing the Secretary of the Interior to contract for coal research, and for other purposes." Additionally, the act specifies that OCR is to:

"(1) Develop through research new and more efficient methods of mining, preparing, and utilizing coal;

"(2) Contract for, sponsor, cosponsor, and promote the coordination of, research with recognized interested groups, including, but not limited to, coal trade associations, coal research associations, educational institutions, and agencies, of States and political subdivisions of States;

"(3) Establish technical advisory committees composed of recognized experts in various aspects of coal research to assist in the examination and evaluation of research progress and of all research proposals and contracts and to insure the avoidance of duplication of research; and

"(4) Cooperate to the fullest extent possible with other departments, agencies, and independent establishments of the Federal Government and with State governments, and with all other interested agencies, governmental and nongovernmental."

Emphasis is on shorter range research that has prospects for expanding the coal market. As expressed in Congress, the prime objective of the Office of Coal Research is to maximize the value of the coal industry to the national economy. This will require a dynamic coal research and development program conducted with vision, enthusiasm, a positive approach to the problems at hand, and a singleness of purpose. This is essential if the research potentials which exist for expanding the use of coal, reducing costs, and materially improving the economic position of the coal-mining industry at large are to be converted into reality in the near future.

Research activity is initiated through proposals submitted—OCR does not conduct research on its own. Approximately 200 proposals for contract research have been received from educational institutions, coal trade and research associations, and from Government and private organizations. Sponsors of the proposals represent the finest of research talent and facilities. A small percentage of this total has been sent in preliminary form and is to be submitted formally at a later date, perhaps with certain modifications.

Proposals are evaluated with regard to various considerations, including the promise of early practical results, the cost and time involved, and the availability of suitable personnel and facilities. The correlation between a particular proposal and other proposals, as well as with contract research underway, likewise is taken into account.

Two OCR contracts have been awarded. The first, executed on August 4, 1961, is with Booz-Allen & Hamilton in the amount of $139,600 and is scheduled to expire not later than May 1, 1962. The second contract is with Bituminous Coal Research, Inc., and was executed on October 6, 1961, and is scheduled to run for 2 years. It is in the amount of $142,900.

Besides the 2 contract awards, there are 10 research proposals upon which contract negotiations are virtually completed. Also, there are 10 other proposals upon which considerable negotiation has been done, any one of which may reach the final contract stage within a month or two. These 20 proposals give bright promise of developing new and more efficient methods of mining, preparing, and utilizing coal. A number of additional proposals, some requiring a certain amount of modification, appear to have potentials for successful research, and their value in this respect can be more accurately measured when early results from contract research now contemplated are known.

Details covering the scope of work encompassed in the 2 contracts awarded, as well as the 20 proposals, are shown in attachment B.

One hundred and twenty proposals have been rejected, because they failed to present an adequate research program or else represented duplication. Some of these are to be resubmitted with certain changes and will be given full consideration as potential contract projects.

OCR has received substantial assistance from its General Technical Advisory Committee, the membership of which is listed in attachment C. This Committee, represented by leaders from the coal industry, mine labor, education, chemicals, railroads, electric utilities, engineering and mining equipment companies, has met twice within the last 8 months. OCR advises with and will continue to seek the assistance of the Committee on matters dealing with research programing and operations.

Additionally, a number of scientists and technicians, the majority of whom have been recommended by the National Academy of Sciences-National Research Council, in response to OCR requests, have been appointed. These specialists may serve individually or on committees in an advisory capacity with respect to particular research proposals. Their fields of knowledge encompass the several scientific disciplines inherent in the coal research program, and they are proving to be a valuable adjunct to the OCR permament staff.

Congress appropriated $1 million for OCR operations during fiscal year 1962. An additional $940,000 was available, a carryover from the previous year when OCR had but limited activity. A total not to exceed $225,000 was authorized for administrative and supervisory expenses, leaving $1,715,000 for contract research funds. Obligations for the two awarded contracts amount to $282,500. An additional amount of $398,000 has been encumbered on three contracts that are near execution.

It is expected that the funds available for contract research will be entirely obligated before the end of the current fiscal year. In particular cases, available money will cover only the funding of preliminary phases of research projects. When the preliminary research is completed and results give promise of success, considerably more money will be required to carry projects to completion over a period of 3 to 5 years. Plans will call for the construction of pilot and demonstration plants, any one of which may take funds several times larger than the total available this year.

We believe that the Office of Coal Research has made a good start toward activating research that will improve the health of the coal industry and enhance the value of the coal resources to the Nation.

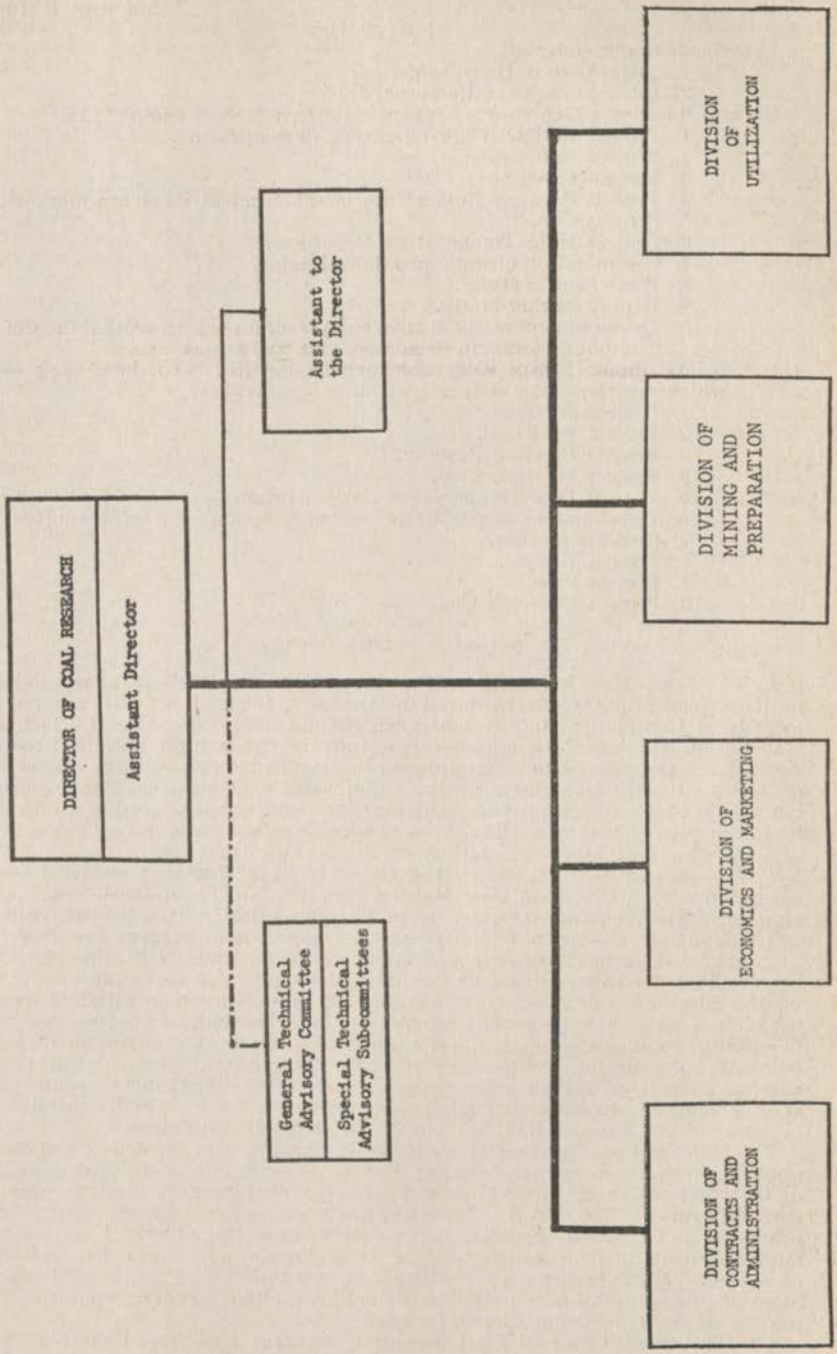
Respectfully yours,

STEWART L. UDALL,
Secretary of the Interior.

Identical letters sent to the President of the Senate and the Speaker of the House of Representatives.

ATTACHMENT "A"

ORGANIZATION -- OFFICE OF COAL RESEARCH



ATTACHMENT "B"

FEBRUARY 1, 1962.

PROJECT LIST

I. Projects under contract:
   1. Booz-Allen & Hamilton.
   2. Bituminous Coal Research, Inc.

II. Projects upon which contract negotiations are largely completed:
   1. Project COED (Char-oil-energy development).
   2. Project Bootstrap.
   3. Project Gasoline.
   *4. Project Package Boiler (intermediate industrial steam market).
   5. Project Gas.
   6. Project High-Temperature Reactions.
   7. Optimization of underground mining.
   8. Western coal study.
   9. Export market study.
   10. Development of industrial complexes based on availability of valuable minerals in or adjacent to coal seams.

III. Projects upon which considerable negotiation has been done—any one of which may be under contract within a few months:
   1. Project Jet Fuel.
   2. Project Fuel Cell.
   3. Project Pipeline Reactor.
   4. Project Western Coal.
   5. Project Low-Temperature Carbonization.
   6. Development of prefailure testing methods for mining equipment.
   7. Coal area power.
   8. Project Rocket.
   9. Project Pipe.
   10. Project Low-Ash Coal.

PROJECTS UNDER CONTRACT

1. The Booz-Allen & Hamilton contract (No. 14-01-0001-223) for an amount not to exceed $139,600 was executed on August 4, 1961. It was the first contract awarded. Completion date is scheduled for not later than May 1, 1962. The contract provides for a comprehensive study of the market potential for coal. As such it represents an overall appraisal by an independent research organization of the opportunities for coal as well as an intensive analysis of several new promising uses of coal. It will provide guidelines to future projects, and it will examine the properties of coal and relate them to specific services which coal can perform, some of which are being satisfied by products other than coal.

2. The second contract which the Office of Coal Research awarded is with Bituminous Coal Research, Inc. Subject contract No. 14-01-0001-226, is in the amount of $142,900 and was executed on October 4, 1961. It is a 2-year contract.

This contract has as its objective the development of processes and methods to prepare, transport, and use pulverized ultrafine coal. Ultrafine sizes have been defined for this contract as falling in the range of 5 to 74 microns. A 74-micron particle is equivalent to 200 mesh; 200 mesh is a screen with 200 openings per inch in each direction so that a particle passing through such an opening would be slightly smaller in size than very fine beach sand. The diameter of human hair will normally fall in the range of 12 to 120 microns. If successful, this development will create an entirely new commodity since finely ground solids exhibit many properties normally associated with fluids. Such materials can be pumped and handled like fluids in simple items of equipment.

The Office of Coal Research is interested in ultrafine coal because of its potential application to a wide range of coal problems. The ease and convenience of handling, which are mentioned above, can introduce coal in many markets which are currently not available to it. Likewise, finely ground coal can be used in many processes and areas of interest such as gasification, liquefaction, and chemical manufacturing in their various forms. An additional potential exists in removal of undesirable impurities from coal such as ash and sulfur. Successful development of this potential may well have a significant effect on coal preparation plant practice and air pollution control by coal users.

*3. The third Office of Coal Research contract (No. 14-01-0001-242) was signed by Secretary Udall on February 26, 1962. This 2-year contract with Pope, Evans & Robbins, consulting engineers, is for $129,185.

Work on this project contemplates the development of a new coal-fired, package boiler and tests of its various components based on simplified coal and ash handling and reduced investment and operating costs. It will probably make available to the intermediate-size-range user many of the advantages presently found only in the large steam generating stations in the electric utility market. As an ancillary contract, one potential user has agreed to install such a unit for demonstration purposes in his steamplant. Successful conclusion of this research and development contract may result in a new market for coal having a potential for new coal use of approximately 3,000 tons per boiler, and an ultimate potential of several million tons annually.

PROJECTS UPON WHICH CONTRACT NEGOTIATIONS ARE LARGELY COMPLETED

1. Project COED (char-oil-energy development)

This project is designed to conduct both bench and pilot plant scale experiments to determine the technical feasibility of extracting from coal the equivalent of a crude oil suitable as a diluent for a refinery feed stock. It is proposed that the contractor conduct experimental work on a multiple fluid bed and a high temperature pyrolysis process or a combination to produce a pumpable synthetic crude oil which can be used to transport the remaining fuel constituents (char) of the coal to a market located some distance away. The contractor's effort will utilize processes which have not been previously investigated, and, if successful, an initial commercial plant could provide an additional market for approximately 1,500,000 to 2 million tons of coal annually. The ultimate maximum potential from numerous plants would be much larger.

2. Project Bootstrap

This project will include bench scale experimentation and process development work to determine the feasibility of upgrading coal by reacting it with hydrogen. The hydrogen will be subjected to electrical discharge to increase its reactivity and simplify the process of introducing additional hydrogen into the chemical compounds which constitute coal. This work will study a new and unique process which appears to have great economic and technical promise for the production of chemicals and synthetic fuels. The potential new coal tonnage which can be realized is, of course, dependent to some degree on success, but an initial commercial-sized plant may provide an additional market for coal of up to 2 million tons annually, with an ultimate potential much greater.

3. Project Gasoline

This project is concerned with an accelerated pilot plant development program for a process utilizing new process methods and a new catalyst for manufacturing gasoline and related chemicals and char from high-volatile bituminous coal. The work will include a detailed feasibility study followed by a pilot plant design, construction, and operation program to determine overall process, technology, and economics. It should be emphasized that this process is not a duplication or a repeat of work previously performed by any organization. This work is along a process line that is somewhat different than past approaches and with success will improve annual coal tonnage markets, with a first commercial-scale plant providing a market for up to 3 million tons annually. Subsequent development could expand this market, and the consequent requirement for coal on a very large scale.

4. Project Package Boiler (intermediate industrial steam market)

Work on this project contemplates the development of a radically new packaged boiler and tests of its various components based on simplified coal and ash handling and reduced costs. It will probably make available to the small user the many advantages of pulverized coal firing currently available to only the large steam raising stations in the electric utility market. As an ancillary contract, one potential user has agreed to install such a boiler for demonstration purposes in his steamplant. A successful conclusion on this research and development contract may result in a new market for coal which carries with it a potential for new coal use approximating (as a minimum) a market for 3,000 tons of coal per unit annually, and an ultimate potential of several million tons annually.

5. Project Gas

Work on this project will include experimental operation of a multiple staged bed gasification process for coal directed to development of a high-quality synthesis gas and/or high British thermal unit pipeline gas. Work will include a detailed

evaluation of various coal materilas including preparation plant wastes as a basic raw material for the process and novel equipment arrangements will be considered and evaluated. Considerable gasification work has been done in the past using various techniques, and this new process is in fact a combination of existing knowledge and technology to reduce capital and operating costs. If a small percentage of the total natural gas requirements in the appropriate geographical areas of the country were to be derived from coal, a tonnage of about 3 million tons annually in an initial plant can be foreseen.

6. Project High-Temperature Reactions

This project is of an exploratory nature and is concerned with a determination of the compounds which may result by reactions of coal or coal compounds with various other materials in a plasma jet. Plasmas of various gases will be considered and reactance, such as hydrogen, ammonia, halogens, etc., will be introduced and the resulting products will be analyzed. The basic information which will be obtained can be related to other projects and the work will be undertaken because of this relationship.

7. Optimization of underground mining

This proposal envisions the development and evaluation of all of the parameters of coal mining, especially those which can be controlled or affected by the coal operator. The study will be made in a depth impossible to any single producer. The results will be developed into computer programs which will make available optimization data that could only be accomplished by many years of actual underground experimentation.

Certain mining simulations have been made on computers, but no individual operator has the staff, knowledge, or facilities to develop a major program of this nature. This proposal has been highly endorsed by leading coal operators throughout the country as being extremely valuable as a means of cost reduction.

8. Western coal study (economic and marketing research)

The objective of this research contract is to examine the potential market for coal produced in the western part of the United States. This study will be based on a locational analysis of the demand-supply energy balance for this regional area both in terms of energy types and consumption purposes. The study will be particularly addressed toward reversing the downward trend in the utilization of western coals and toward revitalizing this important sector of the industry. Potential tonnage may involve several million tons annually.

9. Export market study

The purpose of this research study is to appraise the foreign market potential of U.S. metallurgical and steam coals and the obstacles to the achievement of this potential. In addition the study will attempt to develop new techniques aimed at increasing the shipments of U.S. coal throughout the free world. In terms of additional volume, the implementation of this study may achieve significant tonnage, perhaps upward of several million tons annually.

10. Development of industrial complexes based on availability of valuable minerals in or adjacent to coal seams

Many valuable minerals, such as alumina, are known to be available in shales and clays associated with coal. These could be mined along with the coal at extremely low cost if they were in demand. Changing economics in alumina ores, location of aluminum plants in coal areas, plentiful labor, and low-cost electricity are making this concept increasingly favorable.

This research will determine the quality and quantity of such ores associated with coal in areas where the economics are favorable. Impact on these mining areas could be great, both in the long and short range.

A limited amount of similar work was done in central Pennsylvania some years ago, and some is being done on a purely local basis. But no industrywide evaluation of quality, quantity, and economics has been made.

PROJECTS UPON WHICH CONSIDERABLE NEGOTIATION HAS BEEN DONE—ANY ONE OF WHICH MAY BE UNDER CONTRACT WITHIN A FEW MONTHS

1. Project Jet Fuel

Work on this project will include a brief feasibility study followed by process development and pilot plant tests to develop a jet fuel meeting Air Force and Navy specifications from coal. The contractor will employ conventional hydrogenation techniques in a new process scheme to produce the cyclic type compounds

of the appropriate energy and stability to meet specifications. Somewhat similar work has been performed abroad but OCR effort will utilize a revised and improved process to achieve an economically successful result The total tonnage which can be forecast in this area is not large but such a plant could well act as a complementary unit to other plants which may result from other OCR projects such as those involving gasification and liquefaction.

2. Project Fuel Cell

Work in this area contemplates the development of a coal-based fuel cell for generation of central station power Preliminary work which has been completed by the anticipated contractor indicates that a successful cell will require only engineering development to make it economic Work on the cell will be phased to test prototype units, followed by construction of a large pilot unit to resolve the many engineering problems associated with a development program of this sort. This entire concept is, of course, new and its result on coal tonnage is difficult to estimate. It will act, however, as a defense for coal against further inroads of natural gas and oil

3. Project Pipeline Reactor

This project will involve investigation of the use of transportation pipeline to provide chemical reaction time so that materials placed in one end of the pipeline will interact and produce at the outlet end an upgraded product. Negotiations in this area are in a preliminary state and details of the project as it will develop are not available at this time.

4. Project Western Coal

Work on this project embraces a five-prong approach to improved utilization of western coals to be conducted by a western university with a portion of the funds supplied by the State. It includes evaluation of alternate methods for upgrading specific coals which are available in the Rocky Mountain and Great Plains area of the country. The work will be funded approximately 60 percent by OCR and 40 percent by the State. Work which will be done includes process development studies which can be related to not only the western coals involved but to other major projects which OCR proposes to undertake. As such, it is anticipated it will supply a wealth of scientific data and information which can be applied to the OCR program.

5. Project Low-Temperature Carbonization

A western college has available an experimental coal carbonization plant which OCR would propose to use in a test to determine the potential for producing high British-thermal-unit gas, coke briquets, and liquid products from a variety of typical coals. The contract is a minor one in terms of money but will be related to work performed on major projects of a similar nature.

6. Development of prefailure testing methods for mining equipment

Certain nondestructive testing techniques have been developed for surface industry applications, but not for the coal industry. Because of the strenuous operating conditions, mining equipment has unusually high downtime and maintenance problems. And because of the rugged construction, poor visibility, and limited clearances related to use of mining equipment, problems of examining and inspecting such equipment are unusually difficult and expensive. This research will determine the applicability of prefailure testing techniques to application in a mine, the economics of use of such equipment, and the problems of development of actual equipment.

To our knowledge, no such work has been undertaken. AEC has suggested that certain radioisotopic applications seem favorable for this duty, but no one is presently active in the field.

7. Coal area power

In these studies it is our intention to analyze the increase in coal consumption which would arise from substantial reductions in electricity costs and rates that result from more efficient coal area power. The latter refers to superscale mine-mouth generation of electricity and long-distance extra-high-voltage transmission. Although much research in generation and transmission is being carried on elsewhere (and wherever possible such efforts will be used rather than duplicated) they are not focused on increased coal use which is the primary objective of the OCR studies. Since these studies involve specialized analyses in economics as well as in engineering, two separate and coordinated contracts are planned for this work. Assuming positive results in these contracts, sizable tonnage is envisaged as the potential additional market.

8. Project Rocket

This work proposes to evaluate various fuels which can be derived from coal for military rocket applications. It will include a consideration of energy levels required, cost of production, and effect on the cost of military hardware. If preliminary examination proves successful, fuel grains will be developed at a later stage and actual rocket tests undertaken. The impact of successful production of a rocket fuel from coal on the coal industry is small but the Nation's military posture may well be improved and coal may be made to provide another valuable service to the Nation.

9. Project pipe

It is proposed in this contract to develop a method for continuous field extrusion of a plastic pipe which can be utilized to transport coal suspensions both within plant and transcontinentally. Such a pipeline may very well be adapted to coal suspensions in gases or liquids but would probably not be adaptable to high-pressure natural gas or oil service. This work is associated with OCR interest in gasification and liquefaction processes as it might be applied to delivering a lower cost coal energy to the customer. The contractor will include construction of approximately a 1-mile loop and will pump various coal suspensions through the loop to determine economics for a larger scale operation.

10. Project low-ash coal

This project is directed toward development of a coal fractionation system to produce a high-quality, ash and sulphur-free, coal for use in a broad spectrum of markets which require such a fuel. The method to be employed will generate a variety of useful byproducts which can be marketed to pay for the cost of processing, thereby holding the coal energy price constant even though the fuel is of higher quality. The work which will be done includes preliminary bench scale effort followed by pilot plant development and an actual semiworks scale plant test. The impact of successful research in this area is extremely difficult to assess but substantial tonnages will be retained for coal which might otherwise be lost and the new markets which it will make available are quite substantial.

ATTACHMENT "C"

OFFICE OF COAL RESEARCH

GENERAL TECHNICAL ADVISORY COMITTEE

Chairman: George A. Lamb, Director of Coal Research

Mr. William A. Bear,[1] president, Bear Coal Co., Somerset, Colo.

Dr. Maurice H. Bigelow, technical director, Plastics and Coal Chemicals Division, Allied Chemical Corp., 40 Rector Street, New York, N.Y.

Mr. Jack J. Boyle,[1] president, Mountain States Mining Co., 2420 4th Avenue North, Billings, Mont.

Dr. H. B. Charmbury, head, Department of Mineral Preparation, Pennsylvania State University, University Park, Pa.

Mr. F. S. Elfred, chairman of the board, Peabody Coal Co., 301 Olive Street, St. Louis, Mo.

Mr. Gilbert R. Griswold,[1] Chapman, Wood & Griswold, 530 Jefferson Street NE., Albuquerque, N. Mex.

Mr. Robert H. Hughes,[1] chairman of the board, Clinchfield Coal Co., Division of Pittston Co., 17 Battery Place, New York, N.Y.

Mr. J. D. Jillson, president, Anthracite Institute, Wilkes-Barre, Pa.

Mr. Harry LaViers, president, South-East Coal Co., Paintsville, Ky.

Mr. Samuel Lenher, vice president, research and development, E. I. duPont de Nemours & Co., 1007 Market Street, Wilmington, Del.

Dr. C. J. Potter,[1] president, Rochester & Pittsburgh Coal Co., Indiana, Pa.

Mr. R. E. Salvati, chairman of the board of directors, Island Creek Coal Co., 700 Chafin Building, Huntington, W. Va.

Mr. S. T. Saunders, president, The Norfolk & Western Railway, Roanoke, Va.

Mr. Walter K. Scherer, president, Fred Scherer, Inc., 424 West Madison Street, Ottawa, Ill.

[1] Appointed since Feb. 15, 1961.

Mr. G. A. Shoemaker, president, Consolidation Coal Co., Koppers Building, Pittsburgh, Pa.

Mr. Philip Sporn, American Electric Power Co., Inc., 2 Broadway, New York, N.Y.

Mr. W. L. Wearly, president, Joy Manufacturing Co., Pittsburgh, Pa.

Mr. Michael F. Widman, Jr., director, Research and Marketing Department, United Mine Workers of America, 900 15th Street NW., Washington, D.C.

Dr. E. J. Workman, president, New Mexico Institute of Mining and Technology, Socorro, N. Mex.

DIFFERENTIATION OF WORK OF OFFICE AND BUREAU

Mr. LAMB. Yes. That completes my summary, sir.

Chairman HAYDEN. I wish you would please differentiate for the committee the work which you perform under legislation establishing the Office of Coal Research and the research done by the Bureau of Mines on bituminous coal.

Mr. LAMB. Our research, sir, is done entirely by contract. We do no research on our own in our office or Government facilities. The Bureau, however, does do research on its own and it also has research not only for some of the short-range but a lot of it is of a long-range nature.

Our emphasis is on short-range contracts offering the most immediate promise of benefits for the industry and coal as an important but underused natural resource. We contract for the research with outside organizations.

CONTRACTS AWARDED AND IN PROCESS

Chairman HAYDEN. Would you indicate to the committee the contracts which you have entered into during the past year and the ones which you expect to make during the fiscal year 1963 and for each of them show with whom you contract, the purpose of the contract and amount of the contract. Do you have that here for the record?

Mr. LAMB. Yes, sir; I do. That is covered in the annual report and would you like me to summarize it now, sir?

Chairman HAYDEN. Well, brief it, that is all, and you can put it in the record.

Mr. LAMB. We have three contracts awarded. One is to Booz, Allen & Hamilton, Inc. It is in the amount of $139,600. The second is with Bituminous Coal Research, Inc., in the amount of $142,900 and the third is with Pope, Evans & Robbins in the amount of $129,185, a total of $411,685.

Now, these are the three contracts that have been awarded.

We have a number of other proposed contracts, upon which negotiations have been largely completed and which may be signed in a matter of days or within a month or something like that. There is just a need for some final details to be straightened out.

Chairman HAYDEN. I assume when these three contracts were let you sought a little bit different line of approach in one than the other?

Mr. LAMB. That is right, sir. They each seek an entirely different approach and these are summarized in the annual report, showing the details behind each contract.

Chairman HAYDEN. I see.

Mr. LAMB. If I might add, there was one contract that was awarded since the report came out, but the basis for it is also in the annual report (where it is shown as Project Package Boiler).

INCREASE IN FUNDS FOR ADMINISTRATION AND SUPERVISION

Chairman HAYDEN. Your justification asks that the limitation on funds available to be expended for administration and supervision be increased from $225,000 to $310,000. This is an $85,000 increase. An explanation should be made to the committee why an increase of this size is needed, when you expect to have $25,000 less in contract research than you had in fiscal year 1962.

Mr. LAMB. Mr. Chairman, as these contracts are awarded and the contractors begin their operations, the contracts will have to be monitored and they have to be supervised completely. It is going to take additional personnel to do this. This is the main reason for it. However, I feel that I should point out to the committee that the fiscal year 1963 request for personnel is the same as we requested last year, 27. Our request for administrative funds last year was $297,000 and we are now asking for $310,000. I will assure the committee that we will continue to exercise careful scrutiny over this, and all other areas of our program, in order that any dollar savings in the administrative funds will be available for use in the contract research program.

Chairman HAYDEN. Do you keep constantly in contact with the contractors?

Mr. LAMB. Yes, we have to do that to see that the work is followed through in a proper manner.

Chairman HAYDEN. Senator Byrd, any questions?

RELATIONSHIP WITH BUREAU OF MINES

Senator BYRD. Yes, Mr. Chairman, I have some questions. Thank you.

Mr. Lamb, in your statement you say there is no conflict between the two agencies, the Office of Coal Research and the Bureau of Mines. I am glad to see that in your statement. Would you like to elaborate a little further?

Mr. LAMB. Yes, Senator. In fact we have a cooperative agreement the main purpose of which is to avoid duplication of effort. And this was executed last summer, shortly after I was appointed Director of the Office of Coal Research. What we strive to do is to keep each other informed generally as to the type of our work so that we can avoid any duplication. Not only that, but we find we can learn a lot from the Bureau of Mines. It has had a long experience in the research field and it can be very helpful on many of our projects.

Senator BYRD. It was the intent of the Congress there be no duplication of effort and overlapping, is that true?

Mr. LAMB. That is correct, sir.

Senator BYRD. And in your opinion there is no duplication of effort?

Mr. LAMB. Insofar as I know there is not.

Senator BYRD. And you so coordinate your effort with the Bureau?

Mr. LAMB. That is correct.

Senator BYRD. That is so as to obviate any possible overlapping or duplication of effort. Is that correct?

Mr. LAMB. That is correct.

OBLIGATION OF FUNDS

Senator BYRD. I note that you say in your prepared statement that it is expected that within a couple of months all of the available funds will be committed to contract. Is that correct?

Mr. LAMB. That is correct.

Senator BYRD. How much money was provided for the Office of Coal Research by the Congress in the present fiscal year?

Mr. LAMB. $1 million.

Senator BYRD. The Bureau of the Budget recommended $2 million for the Office of Coal Research during fiscal year 1963?

Mr. LAMB. That is correct. I might add we had a carryover of $940,000 from the year before due to the fact the Office was not organized until last year, starting last spring.

Senator BYRD. But within a few weeks all available funds will be committed to contract?

Mr. LAMB. That might be a few months, but certainly before the end of the fiscal year.

Chairman HAYDEN. How much was the carryover?

Mr. LAMB. About $940,000. We have a total of $1,940,000 available for expenditure during this fiscal year.

Senator BYRD. And the Bureau of the Budget is recommending $2 million for the coming fiscal year?

Mr. LAMB. Yes.

REQUEST TO BUREAU OF THE BUDGET

Senator BYRD. Now what was the amount of the request that you submitted to the Bureau of the Budget?

Mr. LAMB. It was $5,880,000.

Senator BYRD. In other words, you requested nearly three times as much as the Bureau of the Budget is recommending?

Mr. LAMB. That is right.

Senator BYRD. Now if you get $2 million instead of $5,880,000, the plan of operations which you had when you submitted the request to the Bureau of the Budget is going to have to be changed; is it not?

Mr. LAMB. That is correct.

ADJUSTED OPERATIONS UNDER FUNDS ALLOWED

Senator BYRD. How have you adjusted your planned operations with reference to the $2 million recommendation made by the Bureau of the Budget?

Mr. LAMB. Well, we will try to stretch the $2 million as far as we can, but what it means is that it is going to retard our operations and in many cases we will only be able to begin the preliminary phases of projects and as a result it will slow up the entire operation to that extent.

Senator BYRD. Do you think that it would be detrimental to your operations in the long run?

EFFECT OF REDUCTION

Mr. LAMB. Well, certainly the objective of the Office of Coal Research is to do short-range research, and try to expand the coal market within the immediate years ahead. Now the longer that is delayed, the less effective our operation is going to be.

Senator BYRD. How do you view this from the standpoint of the desire and intent of the Congress that the Office of Coal Research will deal rapidly with its work? How do you view this reduction in the budget that has been brought about by the Bureau of the Budget?

Mr. LAMB. Well, as I mentioned earlier, what we have been trying to do is to keep as many contractors activated as we can, but we can only do it on the first phase, which means putting off the second or third, or later phases. Now, as a result of this, it just prolongs the work of the project. I would say that as a result the idea that Congress had that we get the results in the immediate years will not come about.

Senator BYRD. Well, Mr. Lamb, I view it with considerable concern and I assume that you view it similarly. Having lived in the bituminous coalfields of West Virginia during most of my life, I am cognizant of the fact that the economy of the southern part of my State has largely been founded upon the coal industry and over the past 25 years the coal industry has suffered greatly.

We have lost markets to residual oils, we have lost markets as a result of the dieselization of the railroads, we have lost markets for other reasons, but we think there is a great future for the coal industry if steps can be taken to develop new uses for coal, new methods of mining coal, and possibly new methods of transporting coal. As a Member of the House of Representatives I actively sought the creation of an Office of Coal Research and then later when I came to the Senate I continued my efforts because I saw, in such an office, a possibility that we might be able to develop new uses for coal and develop them at a more rapid and more accelerated pace. I saw in this a relief not only for the coal industry but for my State and the people. So I view this reduction with concern. It seems to me that the Congress intended that the Office of Coal Research have more than $2 million in its third year of operation. Those of us who supported this legislation, I think, had a view that by the time the Office was in its third, fourth, or fifth year, you would be ready to expend, economically, $10 million a year or more; and I think that this kind of a reduction impedes the progress of your work. I think that it fails to effectuate the intent of the Congress and certainly the intent of the sponsors of this legislation.

FUNDS REQUIRED TO COMPLETE PROJECTS

Now how much money would be required to complete projects that are near the contract stage?

Mr. LAMB. Well, under our original estimate, Senator, we believe that $5,880,000 would be needed in the next fiscal year. Now in the present situation, with a request for only $2 million—about $1,700,000 for research purposes—in most cases we would be able to do only the preliminary phase work. That, of course, delays everything. It would take considerably more money to speed it up then in the next fiscal year.

I might add that when you think toward a period 5 years ahead and the full execution of final contracts on these projects in order to bring them up to the completion phase, then you are thinking in terms of a much larger amount than is contemplated here.

Senator BYRD. Well, if you were to have provided $5,880,000 you don't think there would be any conflict in the work carried on by your Office and the work that is carried on by the Bureau of Mines?

Mr. LAMB. I am sure there wouldn't be.

Senator BYRD. Now you have five projects near the contract stage? Is that not correct?

Mr. LAMB. Well, actually we have nine, but five are sizable contracts.

Senator BYRD. Well, how much more money would be required to complete the five sizable projects during the next 3 to 5 years?

Mr. LAMB. Well, I think it will take at least something over $18 million to complete those projects.

Senator BYRD. So if you were only to get the $2 million this year, the coming fiscal year, you would only have $100,000 more than you had in the present fiscal year, considering the fact you had a $900,000 carryover from the previous year, is that correct?

Mr. LAMB. That is right.

Senator BYRD. So it does not indicate that you are going to move forward toward the completion of the five sizable projects during the next 3 to 5 years for which you would need a considerable amount of money, $15 million to $18 million, perhaps. We have not only gotten off to a slow start but we are continuing at a slow pace.

Mr. LAMB. Yes, sir.

HOUSE SUBCOMMITTEE ON COAL RESEARCH

Senator BYRD. Now, in the report of the Special Subcommittee on Coal Research of the House Committee on Interior and Insular Affairs, based upon exhaustive hearings, recommendations were made regarding the amount of money necessary for the total research related to your Office. I was a Member of the House at the time this report was printed and I have already made references as to what our goals were. Do you remember what the recommendations were?

Mr. LAMB. Well, the recommendations were prepared for this committee, subcommittee, rather, by the National Coal Association, which recommended that $10 million be provided during the first fiscal year, that the amount be increased to $20 million the second fiscal year, $30 million the third, $40 million the fourth, and $50 million the fifth, and, after the fifth year, that the level remain at $50 million unless Congress decided that additional money might be needed.

PENDING CONTRACT

Senator BYRD. You spoke of a contract you had hoped to have signed by today, is that right?

Mr. LAMB. Yes; that is right, sir. We had hoped to have another one when we appeared before this committee today.

Senator BYRD. Are you prepared to testify on the work to be done on this contract?

Mr. LAMB. Yes. This contract is highly promising, from the standpoint of increasing the proposed market, and this is a project which I

discussed with you, Senator, on several occasions since I had the pleasure of going with you and Secretary Udall and others to the mines last year on a mining trip.

It deals with the high voltage application in the sense as applied to coal, and resulting in chemicals and synthetic fuels. I think perhaps it is one of the best projects we have and we have been very hopeful that we would have it under contract. As I say, there are a few legal matters that have to be cleared up before it will be under contract. Of course, we are only going to start on the preliminary phase. We won't have sufficient money in one fiscal year to carry it through, but carrying this project through 4 or 5 years or to the completion stage might run into the neighborhood of $6 million.

PURPOSE OF PROJECT

Senator BYRD. Just what would you hope to achieve? What does this project do?

Mr. LAMB. Well, what this project will seek to do is give a new process to the coal industry which will produce chemicals and synthetic fuels at competitive levels and will greatly enlarge, as far as we can see, the production of the coal industry. Further details are in the OCR annual report under Project Bootstrap.

Senator BYRD. Now you say you have to use, I believe, $200,000?

Mr. LAMB. Yes.

Senator BYRD. That is for the initiation of this project?

Mr. LAMB. That is right.

Senator BYRD. Now if you only get $2 million, as is recommended by the Bureau of the Budget, what is that going to do to this particular project?

Mr. LAMB. The $200,000, you understand Senator, will come from funds of this year. It would mean that we would have to squeeze pretty tightly the next fiscal year to even give any money to this project. We should give anywhere from maybe $700,000 to a million dollars to this project in the next fiscal year, to carry it on and to push it ahead, you see, so it would be ready to go into commercial operation within 4 or 5 years.

STEPS IN CARRYING OUT PROJECT

Senator BYRD. Will this necessitate the construction of some type of pilot plant?

Mr. LAMB. Yes; it will. The first phase, of course, is the preliminary research. The second one would be the design of the equipment and the processing method. The third would be the pilot plant.

Senator BYRD. How far away would the third stage be?

Mr. LAMB. Well, it is proposed that the construction of the pilot plant will start within 3 years. The planning and so on might start in maybe 2 or 3 years.

Senator BYRD. Do you consider this to be a vital project to the coal industry?

Mr. LAMB. I think, it is one of the better projects we have before us; that is right.

Senator BYRD. Do you think it would enhance the mining of coal or enhance the marketing of coal?

Mr. LAMB. Well, I think it would do both. It would, of course, increase the production of coal substantially and would open up new uses and new markets for the coal industry.

LOCATION OF PROPOSED PILOT PLANT

Senator BYRD. Would this proposed pilot plant be located in low volatile or high volatile coal regions?

Mr. LAMB. Well, it should be located at a point central to the mining fields and near a principal place of coal mining. Now, you mentioned the low volatile coal and that appears centrally in the eastern Appalachian areas. That would be one of the central regions; that is correct.

Senator BYRD. By way of my own information, how does the area from which I come, my hometown being Beckley, located in Raleigh County, which is the heart of the "black diamond" area—how would that area fit into this proposed pilot plant that you envision?

Mr. LAMB. That is an area that is right in, you might say, the central part of the Appalachian field, eastern Appalachian field. It should be ideal for the location.

PROSPECTS UNDER ADDITIONAL FUNDS

Senator BYRD. Do you feel, Mr. Lamb, that if we cannot get the full $5,880,000, if we could get an additional million dollars it would enhance the prospects of your moving forward more rapidly and more surely with the contract that you are just speaking of and with certain other projects you have underway?

Mr. LAMB. There is no question about it. It would help a great deal.

Senator BYRD. Do you consider it is very important?

Mr. LAMB. It is very important if we are going to move ahead.

Senator BYRD. I feel that you have to present the budget requests when you come here; but I do not have to defend them. I will increase them if I possibly can, because people whom I serve are suffering—they have been suffering quite awhile and they are going to suffer quite a while longer. I would like to see coal research move ahead because that is bread and butter for a lot of our miners and children in West Virginia and a lot of our coal operators, too.

So, do you think it is imperative in your honest opinion that the Office of Coal Research have more than $2 million?

Mr. LAMB. Well, I feel certain that that is the case. I think it is necessary, Senator. That is why we asked for considerably more originally.

Senator BYRD. And I ask you once again, there would be no overlapping or duplication of effort between the two agencies, the Office of Coal Research and the Bureau of Mines?

Mr. LAMB. That is correct.

Senator BYRD. Specifically with regard to the contract that you think is about to be completed, is that true of that also?

Mr. LAMB. That is true. It is an entirely new process.

WORK OF OFFICE

Senator BYRD. Mr. Chairman, I think that Mr. Lamb has done a good job with insufficient funds. He has accompanied me to West Virginia and he has been in the coal mines in McDowell County with

me, he and Secretary Udall, and his interests are, I am sure, in doing a good job. He has an important position and is a very capable man and well prepared for the position in which he serves. I think he has made a good statement, a good presentation, in our subcommittee this morning. I am very grateful to him for the explicit, frank, cogent, lucid answers to my questions, and I thank you, Mr. Chairman, for permitting me to ask the questions.

DEPARTMENTAL REQUEST

Chairman HAYDEN. I would like to inquire how much did the Department of the Interior ask the Bureau of the Budget to allow?

Mr. LAMB. $5,880,000.

Chairman HAYDEN. The entire cut was in the Bureau of the Budget?

Mr. LAMB. Yes.

Senator BYRD. Mr. Chairman, I am convinced that the Office of Coal Research should have the full amount of its initial request; and at the proper time I intend to propose that the full $5,880,000 be appropriated.

(The information referred to was received and placed in the committee files.)

Chairman HAYDEN. Very well. Next we will hear from the Bureau of Mines.

BUREAU OF MINES

CONSERVATION AND DEVELOPMENT OF MINERAL RESOURCES

STATEMENT OF MARLING J. ANKENY, DIRECTOR; PAUL ZINNER, ASSISTANT DIRECTOR, PROGRAMS; HENRY P. WHEELER, ASSISTANT DIRECTOR, HELIUM; AND ELWOOD THOMSON, BUDGET OFFICER

BUDGET REQUEST AND JUSTIFICATION

Chairman HAYDEN. The Bureau of Mines budget estimate for "Conservation and development of mineral resources" for fiscal year 1963 is $27,000,000, $2,200,000 more than was appropriated in fiscal year 1962.

The justification for this request will be included in the record.

(The justification follows:)

HIGHLIGHT STATEMENT

Long-range objectives and budget year program

Prudent utilization of our natural resources to meet the economic and industrial needs of the United States and assure its security is the prime consideration motivating the programs proposed under the "Conservation and development of mineral resources" appropriation.

The broad purposes and long-range objectives of the programs conducted under this title are (1) to promote through technologic research the conservation and development of domestic mineral resources to insure the optimum production of materials needed for national defense and an expanding domestic economy, and (2) to provide essential economic and statistical data to insure a sound factual base for establishing and implementing domestic and foreign mineral policies and programs in industry and Government.

The bituminous coal program is directed toward research in the conservation, development, and conversion of bituminous coal and lignite, the safe and efficient production, handling and utilization of explosives, and the collection, interpretation and dissemination of fundamental statistical and economic data pertaining to coal and related products. The realization of the research objectives will permit efficient extraction, preparation, processing, and utilization of bituminous coal. Development of more efficient methods of recovery will conserve the Nation's coal, reduce the cost of mining, and improve coal's competitive position in the energy market. Advancements in preparation will provide better quality products, wider selection of coals with particular properties and increased flexibility in overall operation. Improved combustion techniques and application will lead to new and more efficient methods of producing power. Conversion of coal to other useful forms of energy, carbon, and chemicals will promote industry's ability to meet growing energy requirements and develop new and diverse markets for coal. Research in explosives and explosions will reduce hazards from blasting and industrial gas and vapor explosions throughout the minerals industry. Continued economic and statistical studies will provide defense and other governmental agencies, industry and the general public with basic facts to effectively administer and guide the Nation's total fuel economy.

The anthracite program is designed to develop new uses and expand present uses for this commodity, to develop new or improved mining and preparation equipment and methods, to establish basic economic and statistical data on a national and international basis, and to carry out the Federal Government's responsibilities under the joint Federal-State minewater control program. The Bureau's research on the mining, preparation and utilization of anthracite, complemented by the minewater control program, should increase the national wealth by improving the economy of the anthracite-producing region, promoting mine safety, and assisting in the national defense.

Programs pertaining to petroleum, natural gas, and oil shale are directed toward finding ways to obtain a larger ultimate recovery from the Nation's oil and gas fields and greater benefit to the public from the oil and gas produced. Demands for liquid and gaseous fuels continue to rise rapidly, and new reserves of oil and gas continue to become more difficult and costly to find. Technologic research

designed to obtain higher recovery from underground deposits, to solve problems in transportation and storage, to improve processing, and to increase efficiency in use is essential. This program is aimed, also, at establishing scientific bases for a future oil-shale industry and to supply economic and technical facts needed by the Government, industry, and the public. Bureau research will be supplemented and guided by economic and technologic studies and mineral resource and industry surveys.

In the field of minerals, the program is aimed at maintaining a strong national supply position despite the ever-increasing demands of an expanding industrial economy and rising international tensions. Latent resources are examined to delineate new domestic sources of supply. Mining and metallurgical research is conducted to make submarginal deposits commercially useful. Higher recoveries are sought through perfection of mining methods with higher extractions and lower dilutions, and through new and improved metallurgical techniques. The properties of mineral substances are being studied to discover special characteristics and combinations of characteristics and to intensify known attributes through the techniques of chemistry, physical metallurgy, and other advanced scientific methods. Such information is proving invaluable to designers who must find new materials to meet the exacting requirements for the more advanced vehicles, structures, and weapons.

The Bureau's foreign mineral activities are designed to provide industry and Government with current technical and economic information on mineral developments in foreign lands that affect the mineral economy of the United States. The program includes compilation and interpretation of data on resources, production, consumption, international trade, technology, and the actions of foreign governments that affect production and marketing of foreign minerals and restrict foreign markets for mineral products and mining supplies and equipment manufactured in the United States.

In addition, investigations of mineral resources are designed for the purpose of determining their location, size, and quality. The shape, depth, altitude, and geologic environment of ore-bodies and deposits of nonmetallic minerals; the gross and recoverable content of valuable minerals; the extent, thickness, and depth of coal seams, their geologic structure and the physical character of under- and over-laying formations, the rank and other properties of the coal and the recoverable reserves; the size, structure, and geologic environment of oil pools and reservoirs of natural gas, and the quality and quantity of oil and gas contained in and recoverable from them; and the thickness, depth, geologic structure, and oil content of oil-shale formations are among the data sought for under resources investigations.

Accomplishments During the Past Year

In the bituminous coal program, hydraulic mining tests using a modified conventional loading machine in conjunction with the hydraulic monitor have demonstrated the technical feasibility of extracting coal hydraulically without any preshooting. Water infusion tests demonstrated that methane can be moved to subsequent advantage in the mining operation through a coalbed for reasonably long distances with nominal water pressure and without damaging to roof or floor strata. The blades of the coal-fired gas turbine were redesigned and a contract was awarded for their manufacture. A revised schedule of permissible explosives has been adopted which increases the rigor of certain performance standards for underground coal mine explosives.

A prototype hydraulic mining system, installed in a cooperating anthracite mine, underwent shakedown testing. During preliminary tests, this system broke through coal and rock with relative ease. A self-contained irradiator, containing 23,200 curies of cobalt 60, was installed. This will be used to determine the effects of gamma radiation on anthracite and on the reactions of anthracite with other materials.

Bureau research in secondary recovery of oil has resulted in widespread application of sodium tripolyphosphate to injected water that has greatly improved waterflooding operations. A foam injection method has been developed for displacement of residual oil from sands previously depleted by conventional gas or water drive whereby as much as 70 percent of the remaining oil was recovered. A novel and extremely useful analytical procedure involving microhydrogenation, originally developed for analysis of minute quantities of organic sulfur compounds, was successfully modified for application to organics containing oxygen, nitrogen, and the halogens. In air-pollution research, uranium-bearing catalysts were tested for effectiveness in eliminating smog formers from automotive exhaust gases. Oil-shale research resulted in promising developments in conversion of oil-shale kerogen to oil by bacterial action and in concentration of the organic portion of shales through application of ultrasonic energy.

Outstanding successes in the minerals program included the development of: Fundamental data on dynamic rock mechanics for development of techniques for seismic detection of underground nuclear explosions; means for blast improvements for iron blast furnaces which substantially increase furnace capacity and fuel efficiency; basic data on rock behavior permitting safer, more economic design of underground openings; tungsten coated orifices for rocket engines with greatly improved heat and corrosion resistance and attendant longer service life; new knowledge of the basic mechanisms by which rock is broken with explosives that will permit important increases in blasting efficiency; a new, novel anchor for mine rock bolts to extend the use of this efficient economical roof support to mines in soft rock; a beneficiation process that promises to make commercial the large currently submarginal deposits of nonmagnetic iron bearing rock of the Lake Superior area; new and improved extraction and refining methods to yield high-purity beryllium, molybdenum, lanthanum, cerium, boron, uranium, and yttrium; and new analytical techniques for the detection and quantitive determination for the host of microimpurities in some of the high-purity metals resulting from Bureau research.

Foreign commodity production and trade statistics comprised over 10 percent of volumes I and II of the Minerals Yearbook 1960. An annual analytical summary of world mineral production in 1960 covering 65 mineral items was prepared. In addition to many other special technical services performed, 12 reports on foreign minerals were published in Bureau and trade publications. The latter included evaluations of the status of mineral industries in the Communist countries and a summary of the mining and petroleum laws of the world.

Program changes

Although progress was made on the various investigations during the year, in some cases further research will be required before definite conclusions can be drawn as to the economic feasibility of the projects. In the main, there will be no substantial changes in the overall programs of the Bureau. However, within the stated objectives research will be redirected, as segments are completed, to meet needs and changing conditions in the minerals industry and where developments indicate a need for greater emphasis.

Conservation and Development of Mineral Resources

Appropriation 1961	$23, 019, 000
Comparative transfer to health and safety	−266, 000
Total amount available 1961	22, 753, 000
Appropriation 1962	24, 800, 000
Comparative transfer to health and safety	−267, 000
Total amount available 1962	24, 533, 000

SUMMARY OF INCREASES 1963

Bituminous coal: To provide for initiation of research on use of bituminous coal as a supplemental fuel for blast furnaces	+350, 000
Anthracite coal:	
To provide for microfilming and storing mine maps and other documents relating to abandoned anthracite mines	+20, 000
To provide for testing lower bulk density anthracite metallurgical briquets in a pilot furnace	+30, 000
Total	+50, 000
Petroleum, natural gas, and oil shale: To provide for research needed to establish an oil shale industry	+187, 000
Minerals and Metals:	
To provide for research necessary for a continuously advancing mining technology	+776, 000
To provide for replacement of equipment	+786, 000
To provide for accelerated process research	+182, 000
To provide for employee compensation payments	+2, 000
Total	+1, 746, 000
Foreign mineral activities: To provide for needed expansion of the foreign minerals factfinding program	+134, 000
Net change, 1963	+2, 467, 000
Budget estimat, 1963	27, 000, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Bituminous coal	$6,487,015	$6,864,000	$7,214,000	+$350,000
2. Anthracite coal	935,852	992,000	1,042,000	+50,000
3. Petroleum, natural gas, and oil shale	2,974,985	3,271,000	3,458,000	+187,000
4. Minerals and metals	11,902,034	13,040,000	14,786,000	+1,746,000
5. Foreign mineral activities	361,020	366,000	500,000	+134,000
Unobligated balance	92,094			
Total	22,753,000	24,533,000	27,000,000	+2,467,000

Analysis by activities under present and previous activity structure

Activity	Amount available, 1961	Appropriation, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Bituminous coal	$6,487,015	$6,864,000	$7,214,000	+$350,000
(Bituminous coal)	(6,487,015)	(6,864,000)	(7,214,000)	(+350,000)
2. Anthracite coal	935,852	992,000	1,042,000	+50,000
(Anthracite coal)	(935,852)	(992,000)	(1,042,000)	(+50,000)
3. Petroleum, natural gas and oil shale	2,974,985	3,271,000	3,458,000	+187,000
(Petroleum, natural gas, and oil shale)	(2,974,985)	(3,271,000)	(3,458,000)	(+187,000)
4. Minerals and metals	11,902,034	13,040,000	14,786,000	+1,746,000
(Ferrous metals)	(3,660,451)	(4,704,000)	(5,334,000)	(+630,000)
(Nonferrous metals)	(5,595,655)	(6,070,000)	(6,805,000)	(+735,000)
(Nonmetallic minerals)	(2,245,928)	(2,266,000)	(2,647,000)	(+381,000)
5. Foreign mineral activities	361,020	366,000	500,000	+134,000
(Foreign mineral activities)	(361,020)	(366,000)	(500,000)	(+134,000)
Total:				
Present	22,660,906	24,533,000	27,000,000	+2,467,000
(Previous)	(22,660,906)	(24,533,000)	(27,000,000)	(+2,467,000)

[1] Excludes $266,000 transferred to health and safety.
[2] Excludes $267,000 transferred to health and safety.

1. Bituminous coal

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Extraction research	$871,206	$922,000	$922,000	
(*b*) Processing and utilization research	4,617,457	4,836,000	5,236,000	+$350,000
(*c*) Resources investigations	543,612	575,000	575,000	
(*d*) Explosives research	454,740	481,000	481,000	
Total	6,487,015	6,864,000	7,214,000	+350,000

(a) Extractive research

The estimate for fiscal year 1963 is $922,000, the same amount as appropriated for 1962.

Plan of work.—The funds requested under this program will be used at Bureau research centers and laboratories for research to be conducted by Bureau personnel. The work will be coordinated with the work of other Government agencies and private industry concerned with such research. The principal program elements under this subactivity are as follows:

Principal program elements	Estimate, 1962	Estimate, 1963
1. Coal preparation	$100,000	$100,000
2. Storage and pulverization of lignite	27,000	27,000
3. Coal sampling, analysis and inspection, hydraulic transport	273,000	273,000
4. Coal mining research; degasification of coalbeds; acid mine water studies	522,000	522,000
Total	922,000	922,000

1. *Coal preparation.*—Research on the preparation properties of various coals from the western part of the United States will be performed as a part of the continuing effort to develop new markets for the relatively high-ash coals found in some of the Western States. Tests on the performance characteristics of conventional coal preparation equipment on western coals will be started and a new project initiated on improved instrumentation in coal preparation plants designed to further reduce the cost of coal cleaning. Research on developing or accepting new coal preparation equipment to U.S. conditions will be continued.

2. *Storage and pulverization of lignite.*—The naturally occurring high moisture content of lignite results in its freezing in railroad cars during transportation in the winter. Several methods of preventing this freezing are being developed; one involves the use of oil sprays and the other the drying of part of the lignite to be transported. The dried portion of the lignite, when properly loaded into the railroad cars, appears to offer a means of eliminating the freezing problem.

To pulverize lignite for combustion in powdered coal furnaces requires specially designed equipment and an investigation is being made of the optimum design of such equipment for minimum power requirements. Other studies on the effect of moisture content and degree of particle size reduction on power requirements are being made.

3. *Coal sampling, analysis, and inspection; hydraulic transport.*—The Bureau-developed system for insuring that all agencies of the Federal Government procure coal at minimum cost and of adequate quality requires sampling of coal at the mine, inspection of mining facilities to determine if bidders can produce the coal they propose to supply, and analysis of all delivered coal. In connection with this work, research is underway to develop improved sampling and analytical methods.

The hydraulic transportation of coal will be investigated further to determine the optimum operating pressures, pressure drops in relationship to size of coal, and velocity of mixture, size degradation, and other problems related to pumping solids through a solids handling pump. A study will also be made to determine the design features of high-pressure feeders and evaluate the economics of this transportation method.

Investigations in coal inspection, sampling, and analysis will continue to provide Federal purchasing agents with complete information on availability and quality of coals.

4. *Coal mining research; degasification of coalbeds; acid mine water studies.*—In a study to evaluate the mining of coal by hydraulic means, determinations will be made of (*a*) the optimum types, shapes, and sizes of water nozzles necessary to effect maximum impact of energy, (*b*) the hydraulic force required to fracture coal and its associated impurities, (*c*) the most efficient methods of applying hydraulic forces necessary to fracture the coalbed, (*d*) the increase in impact energy of the jet stream by interjecting solids into the stream, (*e*) the required natural conditions for extracting coal from pitching beds, and (*f*) the minimum slope angle and water requirements to move coal underground in open flumes and troughs.

The feasibility of extracting methane from coalbeds prior to and during mining operations will be studied thereby reducing dangers of gas explosions, thus reducing work stoppages caused by excessive methane emissions and increasing productivity. This study will include determining methane emission rates from working areas using continuous methane recorders, and determining methane migration rates along and across coal bedding planes, and the effect of water infusion on displacement of methane.

The acid-mine drainage investigation will be continued to (*a*) determine the minerals that react with mine water to form acid-mine drainage, (*b*) develop economic methods for removing mine water before chemical reactions occur, (*c*) develop methods for sealing mine refuse from air and water, (*d*) determine differences between pyritic materials collected in both acid and nonacid producing coal mines.

Evaluation will be made of coal preparation cleaning equipment to establish standards of performance that will enable the coal operator to select the proper equipment based upon the washing characteristics of the coal to be cleaned.

(*b*) *Processing and utilization research*

The estimate for fiscal year 1963 is $5,236,000, an increase of $350,000 over the amount appropriated for 1962. This increase will be used to initiate a new program which will determine the production rate and savings resulting from the injection of bituminous coal as a supplemental fuel in the air blast to a blast furnace.

Need for increase.—The increase is needed to conduct experiments to demonstrate the possibility that the displacement of coke in a blast furnace by injecting powdered coal as a supplemental fuel is more economical than injecting either gas or oil. Currently conversion to either of the latter two fuels is taking place commercially at a rapid rate. Successful experiments with coal injection will answer the competitive threat and stem further decreases in the coal market.

Plan of work.—The funds requested for this program will be used at Bureau research centers and laboratories for research to be conducted by Bureau personnel. The work will be coordinated with the work of other Bureau divisions, governmental agencies, and private industries concerned with such research. The principal program elements under this subactivity are as follows.

Principal program elements	Estimate, 1962	Estimate, 1963
1. Carbonization, utilization, and drying low-rank coals	$122,000	$122,000
2. Fundamental research on lignite; pressure gasification and slag characteristics; production of chemicals	353,000	353,000
3. Carbonization, combustion; boiler water research; coal constitution; organic chemistry; catalysis; coal conversion to gaseous fuels	2,520,000	2,870,000
4. Coal-fired gas turbine; low-temperature tar research; coal gasification; process evaluation	1,891,000	1,891,000
Total	4,886,000	5,236,000

1. *Carbonization, utilization, and drying low rank coals.*—The technology of utilizing western coals for metallurgical carbons and chemicals production will be advanced through studies which will tailor those coals to new processes springing up in the area. The coals will be treated under new methods of drying, carbonizing, and briquetting. The behavior during processing of these coals and their blends will be studied as well as the kinetics and mechanism of their carbonization.

2. *Fundamental research on lignite; pressure gasification and slag characteristics; production of chemicals.*—The slagging fixed-bed pressure gasifier has been modified to operate at a higher pressure of 450° p.s.i.g. to take advantage of increased throughput. Maximum throughputs and minimum coal and oxygen requirements will be determined using lignite and bituminous coal char.

Other research is directed toward developing improved methods of indentifying and characterizing the various components in low-temperature tars, particularly from low rank coals. Such improved techniques will permit better comparing of the effect or tar quality of such variables as coal rank, processing conditions and processing methods.

Research will be continued on developing a fertilizer using lignite as basic raw material and a testing method to make larger quantities of nitrogen in the lignite available to plant life. Other new uses for lignite such as production of carbon disulfide will be investigated.

3. *Carbonization, combustion; boiler water research; coal constitution; organic chemistry; catalysis; coal conversion to gaseous fuels.*—In an effort to seek a more economical supplemental fuel for blast furnaces than either gas or oil, an expanded systematic and critical examination will be conducted in the Bureau's experimental blast furnace of the partial replacement of coke by the addition of powdered bituminous coal in the blast air. The increased production rate of the furnace and the operational savings will be determined.

Low-temperature oxidation-carbonization and a thermosetting heat treatment and other methods will be investigated to make eastern bituminous coals amenable to gasification in fixed-bed tube type, and fluidized reactors. Studies will continue on the effect of coke oven design and other operating variables on coal expansion and coke quality.

Studies will be continued in the use of model furnaces to simulate the distribution of heat in boiler furnaces. Instruments will be developed to measure radiation flux. Processes and conditions which resist heat transfer and gas flow through furnaces by the formation of tightly bonded deposits on external surfaces of boiler tubes will be investigated. Combustion research will be continued with tests to determine conditions required to maintain stable flames of pulverized coal in suspension.

Guidance will be given other Federal agencies in the writing of specifications, the evaluation of bids, proper selection of equipment, awarding of contracts, and testing of equipment for determining whether the manufacturers' guaranteed

results are obtained. Advice on boiler water treatment and related problems will be given those Government agencies requesting the service to improve the fuel economy in Federal heating and power plants.

Combustion of coal at temperatures to approximately 5,000° F. will be studied to determine the problems and effects of ash in the generation of electric power using the principles of magnetohydrodynamics.

To aid in understanding the nature of coal for its improved processing, studies of coal structure will continue with electron, neutron, and X-ray diffraction spectroscopy, and other modern physical and chemical techniques. Also work will be conducted in a continuing effort to develop more rapid and accurate means of analyzing coal and coal ash, including nuclear and spectrochemical means.

4. *Coal-fired gas turbine; low-temperature tar research; coal gasification; process evaluation.*—Work will continue also on the development of a helium-heated coal gasifier using a simulated model of a nuclear process heat reactor. The efficiency of micronized graphite suspended in helium as a heat transfer medium will be determined and compared to that of helium alone. The effects of particle size, rank of coal, temperature, and steam concentration on the gasification of coal will be established using the falling particle technique with radioactive labeled particles. Improved methods of feeding coal to pressurized equipment will be investigated. The conversion of coal to high-British thermal unit gas and means of purifying related gas streams will be studied. Experiments involving the reaction of coals at ultrahigh temperatures will be initiated.

Means will be explored for upgrading low-temperature tar to products of increased value. Emphasis will continue on the utilization of pitch, the largest constituent of low-temperature tar.

Upon completion of the reblading of the stationary coal-fired gas turbine, operating tests will be conducted to establish blade life and increase the efficiency of converting coal to electric power. Electrostatic precipitators, necessary to remove the dust from the combustion gases fed to the turbine, will be developed to operate in a new range of temperature and pressure. Investigations will be conducted into new processing techniques and requirements leading to the potential development of new markets for coal. These involve the use of coal and coal products in new applications which include nonfuel uses. Cost and technical evaluations of processes will continue and act as a guide in directing the coal work.

(*c*) *Resources investigations*

The estimate for fiscal year 1963 is $575,000, the same as appropriated for 1962.

Plan of work.—The funds requested for this program will be used to collect statistical data and make resources investigations. The work will be coordinated with the work of other Bureau divisions, governmental agencies, and private industries concerned with such work. The following activities will be included in the program:

An investigation of the Nation's coking coal reserves will be made to determine: (1) Known minable reserves of coal that are, or can be made, suitable for the production of metallurgical coke, (2) coal deposits that, at present, are not suitable for coke production because of excessive ash and sulfur content, but possibly could be upgraded by technologic techniques, if warranted by economic conditions.

A reconnaissance type investigation will be made of coal deposits occurring in the northern part of Alaska, north of the Artic Circle, to determine if any of the reported thick coalbeds have coking characteristics. If any of these vast coal deposits exhibit characteristics for making satisfactory coke for export either separately or in blends, a preliminary coal exploration study will be conducted to delineate the extent of the reserves.

Surveys of the carbonizing properties of American coals will be extended to areas where coals have not been examined previously.

Evaluate the rapidly changing pattern of energy requirements, both at home and abroad, through technical-economic studies and investigate the complex operations of the bituminous coal, coke, and related industries.

(*d*) *Explosives research*

The estimate for this subactivity for fiscal year 1963 is $481,000, the same amount as appropriated for 1962.

Plan of work.—The funds requested for this subactivity will be used at Bureau laboratories and offices for a continuing program of fundamental and applied research and testing on: the safety and performance characteristics of commercial explosives, especially those for use in underground coal mines and the fire and

explosion hazards involved in the production, handling and use of the mineral fuels and the products derived therefrom. This work will be coordinated with work supported by other Government agencies and industry.

The objectives of this work will be accomplished through a series of long-range research programs which include laboratory and field investigations which are designed to provide qualitative and quantitative data applicable to the solution of problems encountered in the mining and mineral fuels industries.

Research investigations will be continued looking toward a better understanding of the relationship between the chemical and physical characteristics of an explosive and its incendivity toward a firedamp-air atmosphere.

Basic studies on the initiation and propagation of flames and the combustion characteristics of flammable gas-air mixtures will be continued.

Studies of the sensitivity and detonation properties of explosives and potentially explosive materials will be continued.

Close cooperation will be maintained with other Government agencies and industries having problems involving explosion hazards. This will include the investigation of explosions and potential explosion hazards.

2. Anthracite coal

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Extraction research	$323,337	$399,000	$419,000	+$20,000
(b) Processing and utilization	414,676	494,000	524,000	+30,000
(c) Drainage control	197,839	99,000	99,000	
Total	935,852	992,000	1,042,000	+50,000

(a) *Extraction*

The estimate for fiscal year 1963 is $419,000, an increase in the program of $20,000 over fiscal year 1962.

Need for increase.—The increase will be used to purchase equipment and provide personnel for microfilming and storing mine maps and other documents relating to abandoned anthracite mines.

Plan of work.—The funds for this subactivity will be used at Bureau laboratories, principally the Anthracite Research Center, and mines of cooperating companies for research to be conducted independently by Bureau personnel, and in collaboration with personnel of the cooperator. The program will be coordinated with those of other Government agencies, educational institutions, and private industries engaged in similar research. The following research activities are planned under the program:

The hydraulic mining system will be thoroughly tested. Data will be collected and evaluated on the performance of the various system components to determine fully the efficiency and economics of mining anthracite by this method.

The Bureau recently entered into a cooperative agreement with an anthracite mining company to establish a plan for highly productive continuous mining of anthracite on a longwall caving system employing a mechanized roof-support method.

After the experimental hydraulic hoisting system has been thoroughly tested in the laboratory, it is planned to install the unit in an underground mine.

Owing to the shrinking market for Pennsylvania anthracite and the resulting keen competition among producers with large production potential, several of the larger anthracite companies have either abandoned their mines or terminated their corporate existence. In either case, mine maps and other documents relating to vast anthracite reserves that have been inundated, abandoned, or are otherwise inaccessible, are being stored improperly or neglected to the extent that they may be lost forever. It is planned to assemble, microfilm, and store the films in an archive. The microfilms will be indexed systematically and made available for future reference to any parties interested in reactivating these mines. Maps of mines that are still active, or that are being kept open on a standby basis, will be microfilmed only after such mines cease to operate.

Work will be continued on developing a process for producing ultrafine anthracite. Included in this project will be studies on determining the size of minus 1-micron particles.

Procedures for recovering and cleaning minus 100-mesh fines will be investigated further. Flotation procedures will be evaluated fully on this project.

Washability characteristics of northern field anthracite seams will be determined.

A pilot plant will be established to produce minus 1-percent-ash anthracite.

The Bureau will continue sampling coal at breakers to provide Government agencies and prospective buyers of anthracite with analyses and data on the quality of anthracite produced at preparation plants throughout the anthracite-producing region.

Assuming fundamental research now in progress indicates the feasibility of the procedure, an attempt will be made to devise a cleaning process based on the electrical properties of anthracite.

(*b*) *Processing and utilization*

The estimate for this subactivity for fiscal year 1963 is $524,000, an increase of $30,000 over fiscal year 1962.

Need for increases.—The increase will provide funds necessary for testing lower bulk density anthracite metallurgical briquets in a pilot furnace.

Plan of work.—Funds requested for processing and utilization research will be used at Bureau laboratories, principally the Anthracite Research Center, for independent and cooperative research conducted by Bureau personnel. The work will be coordinated with that of other Government agencies, educational institutions, and industry. The following investigations are planned under this program:

Assuming briquetting studies are successful in producing a formed fuel with decreased bulk density and increased surface areas, sufficient quantities will be produced to conduct pilot blast-furnace and foundry tests.

Survey studies will be continued on miscellaneous uses of calcined anthracite and calcined briquets. These will include furnishing samples and making required recommendations.

Also to be investigated is the application of supersonic sound and spark discharges in water to the processing and utilization of anthracite.

The pressure-drop studies will be continued in cooperation with a steel company. They will consist of studies of the velocities at the transition point between static and moving beds with burdens of various sizes, shapes, and degrees of uniformity.

Continued emphasis will be placed on the development of qualitative and quantitative information on oxidation products. The laboratory work will include the use of specialized chromatographic and spectrometric techniques and equipment.

Experimental and theoretical work on the electrical properties of anthracite will be accelerated with the equipment now available.

Plans provide for simultaneously conducting two phases of research on the irradiation of anthracite. Bench-scale tests will be continued in which the gamma cell will be used to explore the effects of radiation on the reactions between anthracite and other materials. If these tests demonstrate that a specific reaction warrants development work on a pilot scale, arrangements will be made to conduct such work.

Research on the hydrogasification of anthracite will be directed at determining the reaction conditions necessary to obtain maximum yields of methane, an evaluation and interpretation of experimental data, and possible modifications of the equipment to improve operations.

Economic and statistical surveys will be made on the marketing, distribution, and utilization of anthracite. Additional studies will include special investigations of world production, export trade possibilities, and other aspects of the world trade in coal which might affect the domestic industry.

(*c*) *Drainage control*

The estimate for fiscal year 1963 is $99,000, the same as for fiscal year 1962.

Plan of work.—This subactivity continues to comprise the evaluation, engineering, and inspection work necessary in carrying out the Federal Government's obligations under the congressional act of July 15, 1955 (69 Stat. 352, 30 U.S.C. ch. 14). This act authorizes the Secretary of the Interior to contribute not more than $8,500,000 to the Commonwealth of Pennsylvania in establishing a joint program (to which the Commonwealth contributes an equal amount) for the control and drainage of water, which, if not controlled or drained, would cause the flooding of anthracite coal formations.

Projects are designed to prevent inundation of active mineworkings and include vertical, turbine-type pump installations to control the level of water pools in

abandoned mines and surface drainage works to prevent seepage into underlying mineworkings. Approved projects are located in all parts of the anthracite region.

The Bureau will continue to examine, appraise, and evaluate projects proposed under the joint Federal-State mine water control program, thus providing the Director and Secretary with the information needed when the projects are considered for approval.

3. Petroleum, natural gas and oil shale

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
(*a*) Extraction research	$1,367,006	$1,509,000	$1,509,000	
(*b*) Processing and utilization research	616,714	672,000	672,000	
(*c*) Resources investigations	324,571	357,000	357,000	
(*d*) Oil shale research	666,694	733,000	920,000	$187,000
Total	2,974,985	3,271,000	3,458,000	187,000

(*a*) *Extraction research*

The estimate for this subactivity for fiscal year 1963 is $1,509,000, the same amount as appropriated for 1962.

Plan of work.—The funds requested under this program will be used for basic and applied research by Bureau personnel at research centers and other establishments and in the field. Industry organizations, such as the American Gas Association, the Pennsylvania Grade Crude Oil Association, the Independent Petroleum Association of America, the North Texas Oil & Gas Association, the Kansas Independent Oil & Gas Association, various States where oil and gas are produced, and the Atomic Energy Commission all are supporting the Bureau research either technically or financially, or both. The principal program elements under this subactivity are as follows:

Principal program elements	Estimate, 1962	Estimate, 1963
1. Petroleum and natural gas reservoir performance and related production problems in California	$135,000	$135,000
2. Properties and performance of petroleum, natural gas, and reservoir rock in Rocky Mountain oil and gasfields	144,000	144,000
3. Basic and applied research in the production and storage of petroleum and natural gas in the midcontinent area	662,000	662,000
4. Field studies of engineering and related problems in the production of petroleum in Texas, Arkansas, and Louisiana	140,000	140,000
5. Susceptibility of eastern oilfields to newer oil-production techniques	428,000	428,000
Total	1,509,000	1,509,000

1. *Petroleum and natural gas reservoir performance and related production problems in California.*—Oil production research planned, concerned especially with California oilfields, includes the appraisal of oil recovery mechanisms through the use of computers, field evaluation of the efficiency of gas displacement by water drive, the effect of foam injection on oil recovery, relationship between well productive capacity and recovery of oil, well completion practices, and conditioning of sea water for waterflooding.

2. *Properties and performance of petroleum, natural gas and reservoir rock in Rocky Mountain oil and gas fields.*—Physical properties and composition of petroleum reservoir fluids in the Paradox Basin of the Rocky Mountain region are to be determined. Also, studies will be continued on the physical properties, capillary behavior and clay-mineral content of petroleum reservoir rocks, and on engineering problems in the production of oil in the Williston Basin in the Dakotas and Montana.

3. *Basic and applied research in the production and storage of petroleum and natural gas in the midcontinent area.*—The program of research on basic and applied production problems includes field and laboratory experimentation on the underground storage of natural gas and on gas-well stimulation, current and potential methods of stimulating oil production, the application of nuclear techniques to oil-production problems, and properties and flow of reservoir fluids of the gas-condensate (highly volatile) type.

4. *Field studies of engineering and related problems in the production of petroleum in Texas, Arkansas, and Louisiana.*—Typical of the field studies of engineering and related problems is the evaluation of secondary recovery of petroleum by water injection and by miscible-phase displacement (involving use of solvents such as liquefied petroleum gas).

5. *Susceptability of eastern oilfields to newer production techniques.*—The newer oil-production techniques to be explored further include the use of sonic, electric, and magnetic energy for increasing oil recovery and underground combustion of oil to furnish heat for improving oil recovery. Laboratory work will be continued on the determination of the efficiency in vertical flow of gas and liquids through oil-well tubing. Also, eastern oilfields are being individually evaluated to newer oil-production procedures.

(*b*) *Processing and utilization research*

The estimate for this subactivity for fiscal year 1963 is $672,000, the same amount as appropriated for 1962.

Plan of work.—The funds requested will be used for research to be conducted by Bureau personnel at research centers and other establishments. The research will be coordinated with the work of other Government agencies and private industries concerned with processing and use of petroleum and natural gas. Projects will be conducted in cooperation with Government and State agencies, trade associations, and technical societies such as the American Petroleum Institute, the Atomic Energy Commission, the National Petroleum Refiners Association, the Public Health Service, Navy Bureau of Ships, and other defense-connected agencies. The principal program elements under this subactivity are as follows:

Principal program elements	Estimate, 1962	Estimate, 1963
1. Sulfur and nitrogen compounds in petroleum and characteristics of crude oils	$132,000	$132,000
2. Fuel stability in storage, phenomena of combustion of petroleum fuels, thermodynamic properties of hydrocarbons, and chemical-physical research on oilfield fluids	540,000	540,000
Total	672,000	672,000

1. *Sulfur and nitrogen compounds in petroleum and characteristics of crude oils.*—This research is concerned in part with determining the types and extent of occurrence of nitrogen compounds in petroleum. As a part of the overall program of basic research on sulfur and nitrogen compounds in petroleum, extremely pure standard samples of various sulfur and nitrogen compounds will be prepared for measurement of thermodynamic and other properties. New crude oil samples from the Rocky Mountain region will continue to be analyzed.

2. *Fuel stability in storage, phenomena of combustion of petroleum fuels, thermodynamic properties of hydrocarbons, and chemical-physical research on oilfield fluids.*—In fuel stability research, increased use will be made of radioactive tracer techniques to trace deterioration reactions in gasolines and jet fuels under simulated storage conditions. Basic research will be continued in the determination of types and extent of occurrence of sulfur compounds in petroleum. Correlations will be developed relating composition of fuel and conditions of ignition and combustion with composition of products. The basic research in thermodynamics includes accurate measurements of basic thermodynamic properties of petroleum constituents and related substances such as organic sulfur and nitrogen compounds. The basic experimental data will then be used in calculating useful thermodynamic properties of the compounds studied.

(*c*) *Resource investigations*

The estimate for this subactivity for fiscal year 1963 is $357,000, the same amount as available for 1962.

Plan of work.—The funds requested will be used to collect statistical data and make resource investigations of the petroleum and natural gas industries, and oil shale. This work will be coordinated with that of other Government agencies and certain investigations will be conducted in cooperation with State agencies. The general plan of work for 1963 includes the following activities:

Collection and publication of monthly statistics and analysis of the U.S. petroleum producing and refining industry.

Collection and publication of annual statistics and analysis of the U.S. natural gas producing and distribution industry.

Collection and publication of quarterly statistics and analysis of the free world petroleum production, refining, and trade.

Preparation of forecasts of petroleum supply and demand for use of the State regulatory agencies, the Oil Import Administration, and the industry.

Preparation of annual marketing studies of various petroleum products.

Investigation in the field of special facets of the industry of particular regional importance such as the raw material requirements of the petrochemical industry in the South Central States, and the status of existing oil and gas wells in a State or area.

The program of work in resources investigations in fiscal year 1963 will remain essentially the same as in fiscal year 1962. Continuity of work procedures are essential in such activities. Otherwise much of the usefulness of the data for making comparisons and for determining trends will be lost.

(d) Oil shale research

The estimate for this subactivity for fiscal year 1963 is $920,000, an increase of $187,000 over the amount available for 1962. The increase is to provide for accelerated and new research designed to provide information that will be needed in establishing and efficiently conducting an eventual oil-shale industry in the United States.

Need for increase.—Additional research effort is needed to define kerogen chemically and physically. Kerogen is oil shale's organic component that is converted to oil upon heating; knowledge of the material's makeup is basic to any scientific approach to conversion of oil shale and undoubtedly can provide answers to many practical operating problems. New aspects of the kerogen characterization work will include use of selective extraction procedures to isolate particular fractions. Instrumental analytical techniques will be developed and applied as needed to define these extracts and other kerogen materials.

A study will be initiated to provide greatly needed guidance to any future oil-shale industry in regard to the mechanisms of oil mist formation in the retorting process. Efficient and economic recovery of the oil product from the Bureau's gas combustion retorting system, and undoubtedly from any other similar retort, depends upon formation of a fine, stable, oil mist that can be swept rapidly out of the retort without the oil being condensed on shale particles with subsequent degradation and loss. Little is known however, about how such mists can be formed most effectively or about the effects of operating conditions upon maintaining and handling the mist once they are formed. The study that is planned is designed to yield such basic information.

Increased emphasis is needed to characterize the larger oil-shale deposits of Colorado, Utah, and Wyoming. Many potentially important deposits, such as the rather recently located Piceance Creek basin beds have not been examined in enough detail to provide more than cursory information about such important factors as their overall richness, and pattern of oil yield with depth and geographical location. Part of the increased funds will be used for pertinent characterization studies to fill such gaps in the existing knowledge of our oil-shale resources.

The economics of an oil-shale industry will depend, perhaps to an important degree, upon the byproducts that may be manufactured along with conventional fuel products. Of particular importance, oil shale may prove to be an important source of chemicals. At present, little is known about the chemical potential of such an industry. A part of the increase for fiscal year 1963 is intended for a pertinent study, first to show the overall possibilities, and also to serve as a guide in future processing studies.

Plan of work.—The funds requested for this subactivity will be used for work, largely of a laboratory nature, to be done by Bureau personnel at the Laramie Petroleum Research Center, Laramie, Wyo., and to some extent other establishments. Also, funds for the care and protection of the experimental oil-shale facilities near Rifle, Colo., now in standby condition, are included under this subactivity. Information will be developed on the characteristics of the Nation's oil-shale resources, with particular emphasis on the vast deposits of Colorado, Wyoming, and Utah. In addition, research will be directed toward providing the knowledge needed to develop effective means of mining and retorting oil shale and to convert the resulting shale into usable products. The following activities are included in the program:

Evaluation of shale deposits involving the determination of the composition and structure of oil shales from different sources that can be converted to oil by

application of heat and other methods. Studies are made of the organic material (kerogen) of the shale and the inorganic matter (shale ash) which involve prior separation of the two components of the original oil shale.

Studies of the changes in chemical and physical properties of the oil shale that result when kerogen is converted to shale oil by retorting. Related research is planned to determine the optimum temperature and other operating conditions needed for maximum recovery of crude shale oil, particularly in regard to formation and maintenance of stable shale-oil mists in the oil recovery steps.

To develop various individual techniques and methods of refining the crude shale oil, as well as combinations of them, in order to learn which are the most favorable for producing various raw and finished shale-oil products, including chemicals as well as more conventional fuel-type products.

To study refined shale-oil products and determine their suitability for use as supplements to similar petroleum products.

4. Minerals and metals

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Extraction research	$1,161,639	$1,273,000	$2,049,000	+$776,000
(*b*) Processing research	6,031,951	6,609,000	7,329,000	+720,000
(*c*) Utilization research	2,087,616	2,287,000	2,537,000	+250,000
(*d*) Resources investigations	2,620,828	2,871,000	2,871,000	
Total	11,902,034	13,040,000	14,786,000	+1,746,000

(*a*) *Extraction research*

The estimate for this subactivity for fiscal year 1963 is $2,049,000, an increase of $776,000 over the amount appropriated for 1962.

Need for increase.—Research to develop improved methods for extracting minerals from the earth is essential for conservation of domestic resources, increased safety for American miners, improvement in the economic position of the domestic industry, and maintenance of an adequate mineral supply. So long as it was possible to find easily new deposits amenable to extraction at a profit using the mining art as developed through the centuries, there was little need for scientific research. The end of this comfortable situation is at hand; however, the mineral resources necessary for the defense and a continuously expanding economy are limitless if the technology to extract them economically can be developed.

During the last 2 years the Bureau, recognizing the need, has reorganized and revitalized its minerals and metals mining research program. Plans for orderly growth of a balanced research effort to meet both the short- and long-term requirements have been made. The increase requested will permit a step toward the balanced program envisioned by increased emphasis in certain areas of short-range research on problems of vital concern to industry today and initiation of long-range fundamental investigations to develop the knowledge of the material, the environment, and the natural forces involved in the act of mining that will be necessary for a continuously advancing mining technology.

(1) The short-range, processes-based investigations which will be increased include research to develop applications of mathematical statistics, used with striking success in other industries, to the problems of ore search, exploration, development, and extraction; research in types of support and methods of emplacement in deep geologically complex mines; research in the rock mechanics of ground control in certain elements of longwall, room and pillar, block caving, and open-pit mining methods; research in ground water control in mining; and research in the physical processes of drilling and blasting aimed toward increasing efficiency of explosives employed in breaking rock, controlling the vibrations from quarry blasting in suburban areas, and developing new and better methods of rock penetration and fragmentation.

(2) The long-range investigations which will be started or increased involve basic research in the broad complex fields of the physics of rocks and rock structures. An aggressive, imaginative program in this area offers the best possibilities for real advancement in mining technology. A better understanding of the physical, chemical, electrical, magnetic, and other properties of minerals and combinations of minerals and the earth structures in which they occur

can lead to better utilization of the potential energies in the earth or near ore bodies by reason of their structures, locations, positions, chemical compositions, temperature gradients, and other features, thus reducing the expenditure of energy required to extract them and thereby making available mineral materials economically beyond reach today.

Plan of work.—The funds requested under this program will be used for research to be conducted by Bureau personnel at research centers, offices, and laboratories and at mine sites. The work will be coordinated with industry research and some projects will be cooperative with such industry, Federal Government and State organizations as the International Minerals & Chemical Corp., Bear Creek Mining Co., Kennecott Copper Corp., Atomic Energy Commission, Department of Defense (Defense Atomic Support Agency), and California State Division of Mines. The activities included in the mining research program involve research on artificial support, engineering principles, rock disintegration concerned with physical processes of drilling and blasting, water control, rock mechanics, and physics of rocks and rock structures. The principal program elements for this subactivity are as follows:

Principal program elements	Estimate, 1962	Estimate, 1963
1. Research on artificial support for underground openings	$131,000	$212,000
2. Physics of rock structure studies	50,000	160,000
3. Engineering research on the planning and operation of mines	524,000	927,000
4. Rock disintegration and mine water control research	568,000	750,000
Total	1,273,000	2,049,000

1. *Research on artificial support for underground openings.*—In the artificial support program it is planned to continue and expand research to develop improved methods of stope support for thick tabular deposits to enable the mining and recovery of furnace-grade phosphate as a coproduct of high-grade rock in the southern Idaho phosphate rock deposits; conduct laboratory and field studies on the effectiveness and methods of emplacement of hydraulic stope fill, rock stress redistribution with preloaded concrete mine supports, and the optimum design of concrete members for supports in deep geologically complex lead, zinc, copper, and silver mines. Also included in this work are studies to develop rapid and effective means of obtaining rock bolt anchorage by impulsive forming in soft rock to eliminate danger of rock falls and facilitate the mining of deposits in soft rock environments, such as mines in the Ambrosia Lake, N. Mex., uranium and Coeur d'Alene, Idaho, lead-zinc-silver mining districts.

2. *Physics of rock structure studies.*—The physics of rock structure investigations will involve fundamental studies to develop methods for determining the structural properties of rock in place. The ultimate objective of this program element is to develop basic data and establish physical laws predicting the behavior of rock masses during the act of extracting a mineral from its natural environment in the crust of the earth, thus permitting precise, efficient, dynamic design of an entire mining operation. The studies will involve devising measuring devices and techniques for determining and analyzing the inplace properties of mineral deposit environments including the detection, location, and precise measurement of such geologic features as fractures, bedding planes, rock alteration, etc., and other factors that affect rock structural strength and mechanical behavior. The study is long term and will require the development of new research techniques and instrumentation for a field that is virtually unexplored.

3. *Engineering research on the planning and operation of mines.*—Engineering research studies are planned to adapt, utilize, and develop methods of mathematical model construction and analysis, using modern high-speed computing techniques, for application to problems of ore search and exploration, sampling effectiveness and efficiency, and development and production planning operations. The research includes the following: Methods to increase the efficiency of sampling and estimating grade and tonnage of phosphate, potash, uranium, and similar stratified deposits; studies to devise mathematical techniques for the design of sampling programs including the determination of the interrelationship between various sampling factors and methods of establishing reliability limits on grade and tonnage estimate on large disseminated deposits such as the porphyry coppers; investigations of mathematical methods of analysis that will convert location, production, geologic, and engineering data to effective quantita-

tive measures for increasing the probability of selecting the location of hidden mineral deposits; and systems analysis and industrial engineering studies for development of methods for measurement of mining performance and application of these measurements to the analysis of operational systems to produce the most economic and efficient combination of equipment and labor.

Rock mechanics research to develop the theory of mine structure and better methods of ground stabilization and control will be continued and expanded. The studies, with the exception of research on instrumentation, are conducted primarily in the field of using operating underground and open-pit mines as laboratories with the consent and often active participation by mining companies in Idaho, Montana, California, Nevada, Utah, New Mexico, Arizona, Colorado, Wyoming, Michigan, and Pennsylvania. In open-pit mines the studies are to be directed toward determination of the mechanical-structural properties of rock that affect pit wall rock strength; related laboratory studies to determine stress patterns in models of open-pit slopes are important in this study. The research also will include studies on better methods of ground control through determination of the stress distributions around underground openings serving as entries and haulageways in underground mines where the mining methods are room-and-pillar, block caving, and longwall mining. Analysis of the stress patterns developed by these mining methods can lead to a higher percentage of mineral recovery and safer working conditions.

4. *Rock disintegration and mine water control research.*—Fundamental studies of the physics of the minerals and mineral assemblages with which the mining process is concerned and the mechanisms, both natural and artificial, to which they are or may be subjected during extraction will be conducted to provide a basis for improved methods of rock disintegration and mine water control.

Rock disintegration research will include basic and applied studies in the related physical processes of drilling and blasting. Emphasis in the research will be on materials where fragmentation problems are acute such as the taconites of the Lake Superior iron district and the quarrying of hard rock for industrial use.

Blasting research is divided into two phases: (1) seismic phenomena close to blast; and (2) seismic phenomena distant from the blast. The first will include laboratory studies to determine the fundamental physical processes of disintegrating rock with explosives and field studies primarily concerned with determining how the generation and propagation of strain pulses in rock produced by explosives are affected by the properties of the rock and explosive and method of loading the explosive charge. Research on seismic phenomena distant from the blast is concerned with determining propagation laws for the air and ground vibrations resulting from quarry blasting. The studies are most important especially where quarry blasting occurs in suburban areas, because with the development of propagation laws, design criteria for minimizing damage to aboveground structures can be accurately established. In addition to continuing research on the development of propagation laws, research will start on a method of controlling ground vibrations or reducing their intensity at predetermined distances from the source of the blast. Scale model blasting research will continue with emphasis on the scaling of the laboratory results to full-scale application. In addition, research on the effect of underground millisecond delay blasting on a mine roof will continue.

The objective of the drilling studies is to develop theory and principles of rock failure for different existing drilling methods. Photoelastic techniques will be employed to study stress distribution, under static and dynamic loading during energy transfer from the cutting tool to the rock and to determine the significance of rock physical properties with respect to penetrability. Fundamental studies of abraison and the effect of surface-active fluid reagents on the surface of a rock with particular emphasis on its application to rock penetration will be made. Studies leading to possible new processes of rock penetration will be conducted, including experimental application of such mechanisms as thermal shock and cavitation to achieve rock disintegration. A basic study of the nature of the intercrystalline bond that binds together the various minerals that constitute a rock will complement these process-based investigations.

The study of water control problems will be expanded to develop methods, techniques, instruments, and engineering principles for defining mine drainage and control problems prior to mine development. Rock permeability and fluid flow through rock formations will be studied. Electrical analog techniques to stimulate fluid flow through rock formations will be used in this research

to supply visual and statistical aids in solving water control problems. The studies, when completed, will aid in anticipating drainage problems and assist in the engineering design and initial layout of entries and development workings.

(*b*) *Processing research*

The estimate for fiscal year 1963 is $7,329,000, an increase of $720,000 over 1962. The increase includes $718,000 for accelerated process research and $2,000 for employee compensation payments.

Need for increase.—The increased funds are needed for accelerating processing research on domestic mineral resources. As rapid obsolescence of scientific equipment is an unavoidable characteristic of research, the increased funds will be used principally for the replacement of obsolete and the acquisition of new scientific research equipment needed in the improvement of mineral extraction research. In order to develop new avenues of approach for such applied research, substantially expanded efforts must be directed toward developing new scientific concepts and using them in recovering, extracting, and refining minerals and metal compounds by more efficient processing. Mineral resources are assuming an ever-increasing importance in the national economy and security in view of the continued and growing demands for minerals and products therefrom. However, the continued decrease in the grade of domestic ore, the abundance of marginal and submarginal resources, the growing dependence on foreign sources for some significantly important minerals, and the emphasized requirements for superior materials in space age structures, vehicles, and other fabrications all add urgency to the situation. Alleviation of this situation requires enhancement of the domestic mineral deposits through research to develop technically and economically feasible processes for effectively treating the marginal and submarginal domestic resources, particularly those in great abundance.

The increase will provide for expanding and initiating research in mineral beneficiation and extractive metallurgy, including the ascertainment of pertinent and requisite new scientific principles and the establishment of new fundamental data. Of particular significance is the need to bring the immense marginal and submarginal domestic iron ore deposits into greater use as a replacement for the severely depleted reserves of domestic high-grade ores. To make these plentiful low-grade ores economic, research must be conducted to improve efficiency of beneficiation methods and the production of high iron concentrate, preparation of optimum blast furnace feed, and the kinetics of reduction of the iron burden to pig iron. Collectively, the research efforts will be directed toward the development of more efficient methods for processing low-grade ores of various types, and minerals and metals products, thereby enhancing their use possibilities, and to prepare and refine the products suitable for use in new materials. In attacking these complex problems special attention must be given both to basic and applied research, as each is significantly related to the other for achieving fruitful objectives in scientific and engineering applications. An understanding of current and future mineral commodity needs is essential in selecting the most urgent problems in applied research to which available technologies will be applied.

More specifically processing research should include accelerating beneficiation studies, including flotation of phosphate, lithium, and mica-bearing materials to make the commercially attractive processes more widely applicable. The development of improved hydrometallurgical techniques to extract rare and precious metals, base metals, aluminum, and phosphate must be expanded. Extractive research employing high temperature techniques must be enlarged. This research includes blast furnace and direct reduction of iron ores, and reduction of metal oxides, including beryllium oxide, to their respective metals. Research on volatilization techniques must be directed to extracting metals or metallic compounds of manganese and recovery of fluorine from ores or plant products. Processing research must be continued both by laboratory and evaluation studies, on methods for extracting magnesium and manganese from their raw materials, and on the recovery of other metals.

As basic research provides essential data for applying and developing new metallurgical extractive and processing techniques, this activity must be accelerated. Thermodynamics and thermochemical studies, including vapor pressure and activity determinations, need to be intensified on ferrous, base, and rare metals and their compounds. Because of the great potential of fused salt technology in the extraction and refining of metals, studies of physical and chemical properties of electrolytic fused salt systems must be accelerated. Re-

search must be expanded on developing instrumental, chemical, and radiological analytical techniques for determining microimpurities in high purity metals, such as those in the ferroalloy and rare and precious metal group, and for speeding the analyses of ores. Studies of the thermochemical properties of manganiferous slag systems must be made to obtain a better understanding of the characteristics of these slags pertinent to extractive processing.

Plan of work.—The funds requested will be used for research conducted by Bureau personnel at Bureau research centers and laboratories. The work will be coordinated with research of other Government agencies and private industry and some projects will be conducted in cooperation with and partly financed by States or private companies. The principal program elements for this subactivity are as follows:

Program element	Estimate, 1962	Estimate, 1963
1. Mineral beneficiation	$773,000	$871,000
2. Hydrometallurgy	698,000	796,000
3. Pyrometallurgy	1,695,000	1,933,000
4. Electrometallurgy	1,108,000	1,135,000
5. Process metallurgy	851,000	862,000
6. Physical chemistry and basic research	982,000	1,112,000
7. Analytical research	502,000	620,000
Total	6,609,000	7,329,000

1. *Mineral beneficiation.*—Research in beneficiation of iron ore by the employment of flotation and other means will have as its objective the converting of domestic low-grade ore to a product that is competitive with foreign high-grade ore, both in quality and price. Other research involving the development of methods for retrieving iron from iron-ore slimes and otherwise improving the handling of this material, and research on preparing raw agglomerate of iron-mineral concentrate, preparatory to heat hardening for smelting will be continued.

The beneficiation of manganiferous materials to recover concentrated manganese products and the treatment of copper concentrates to improve the separation of molybdenite from copper sulfides by the application of various ore-dressing methods will be studied. Investigations will be continued to develop new and improved flotation and other mineral dressing techniques for recovering beryllium-, copper-, and tellurium-bearing minerals from their ores or other materials. Flotation of uranium minerals, and recovery of lithium, aluminum, and other light-metal minerals from ores and other products will be studied.

Research will be conducted to develop beneficiation processes to improve quality and utility of clays from selected deposits in the Middle West and Southeast, and research on methods of beneficiating mica ores will be started. Ore concentration methods to improve and increase efficiency of phosphate mineral recovery will be sought, and study of the effect of contaminants in water on flotation processes will be continued.

2. *Hydrometallurgy.*—Chemical studies will be continued on the recovery of metal values from high-temperature alloy scrap and on the study of cementation and hydrogen reduction of copper. Research will be undertaken on the recovery of aluminum and alumina from noncommercial domestic bauxites and a Bureau-developed fusion-acid leaching method for recovering alumina from aluminum silicates will be studied intensively as a new approach to the use of these large domestic resources. Solvent extraction studies will be made on the effective reuse of waste solutions from uranium and thorium mills and thus reduce radioactive pollution of ground and surface waters.

The feasibility of modifying standard leaching and digestion methods to the extraction of rare-earth minerals will be investigated and the separation and purification of the various compounds will be made. Research on chemical procedures will be continued on the recovery and separation of base, and rare and precious metals such as selenium, tellurium, beryllium, columbium, tantalum, and yttrium. The study of bacteria as these affect the dissolution of mineral and metal compounds will be accelerated.

3. *Pyrometallurgy.*—Research involving the reduction of iron ores and of specially prepared burdens in the Bureau of Mines experimental blast furnace will be expanded. This work, devoted to increased blast furnace productivity

and lowered cost, will involve evaluation and comparison of raw materials and also will serve to test and develop new operating procedures. Continuous campaigns will be carried out to develop further the Bureau's new fuel injection technique utilizing natural gas, fuel oil, powdered coal, and other additions. The studies will include the determination of optimum conditions for injection of solid fuels, and of the effect of higher blast temperature and close sizing of burden, including narrow limits of size. This program will be expedited and important phases investigated in greater detail if funds from other sources become available. Particularly the principles and problems of fuel utilization will be investigated in coordination with research capabilities of other Bureau divisions. Research on heat-treating raw agglomerate and direct reduction of this product to prepare a superior blast furnace feed, and on the removal of contaminants from iron and steel scrap will be continued.

Electrothermic methods will be investigated to prepare low carbon ferrochromium from subgrade domestic chromites, and studies will be initiated in adapting electric furnace techniques to the smelting of zinc.

Investigation will continue on the segregation process for treating oxide or mixed oxide-sulfide copper ore. Studies will be made on smelting of copper slag to recover copper, iron, and other valuable constituents. Smelting studies applicable to the utilization of argillaceous copper deposits in northern Michigan will be continued. Methods to separate and refine the component elements of alloys, secondary materials, and intermediate plant products will be studied more intensively. Research will be continued on the development of chemical techniques for halogenation of light, rare, and ferroalloy metals both in recovering them from domestic sources, and in purifying the metal halide compounds, and research will be initiated on thermic methods for producing magnesium. Work will be undertaken to recover fluorine or hydrofluoric acid from materials now being wasted. Study of high temperature vacuum reduction techniques for preparing high-purity beryllium from its oxides will be initiated. Extraction of manganese by vaporization of this element from its ores, concentrates, or alloys will be initiated.

4. *Electrometallurgy.*—Electrolyses in fused salt and other media to extract and prepare high-purity chromium, molybdenum, cobalt, nickel, tungsten, vanadium, and rare metals from their ores, concentrates, alloys, and compounds will be conducted. Study of the application of ultrasonics to electrodeposition of base metals will be continued. Research will be continued on the development of electrolytic methods for producing titanium and aluminum. Investigation of electrochemical techniques for the reduction and purification of high purity metals such as beryllium, uranium, zirconium, thorium, columbium, and the rare-earth metals will be continued. Included in the investigation of reduction techniques will be therommetallic, chemical, and electrochemical methods. Metals purification techniques will include electrochemical studies of molten salts and slag systems. Fused salt electrolyses research in preparing high purity boron will be expanded. Study will be continued on fused salt electrolytic extraction techniques utilizing aluminum chloride as the source of aluminum.

5. *Process metallurgy.*—A study of the theoretical and mathematical model of the iron blast furnace will be expanded and research will be accelerated in an investigation of phosphate slimes to include various treatment methods in seeking means to utilize large phosphate resources now wasted. Other work will include process development to extract separately nickel and cobalt, hafnium and zirconium, tellurium, manganese, and iron from their host materials.

Evaluations, based on accumulated data, of various extractive processes for extracting manganese from domestic low-grade resources will be continued to determine which methods and which deposits offer the greatest promise for commercial utilization. Evaluations will also be made of processes for recovering alumina from nonbauxitic ores and magnesium from domestic raw materials.

6. *Physical chemistry and basic research.*—Research will be expanded on the derivation of physical and chemical constants of steel constituents, including impurities, needed for permitting a better understanding of high-temperature steelmaking reactions, and studies will be continued to determine the causes and methods for controlling the dense red fumes at steel plants which employ oxygen in open hearths and oxygen converters in refining hot metal to steel. Vapor pressure measurements of liquid titanium metal and alloys and of metal halides will be continued and similar work started on ferroalloy and rare-earth metals.

Thermodynamic and reaction rate measurements will be expanded on metallic and nonmetallic compounds and measurement of heat contents of metals and slags

will be accelerated to develop data useful in the development of new processes. The use of the Co^{60} facility in permitting studies of the effect of gamma-radiation exposure on metallurgical reactions will be expanded and the use of radioisotopes as tracers in metallurgical operations will be continued.

Studies will be made of the mechanism of reactions in various fused salt electrolytic systems and research will be conducted in the study of thermochemical properties of manganese. A study of the effect of catalysts on extractive chemical reactions will be initiated.

7. *Analytical research.*—As success of the Bureau's research in preparing high purity metals depends upon the exceptional purity of the host compounds, research will be intensified to develop methods and instruments for making precise analytical determinations of trace impurities in these products. Analytical methods involving radiological, chemical, and instrumental procedures, including mass spectrography, will be developed and applied to determining the trace contaminants in these hyperpurity compounds resulting from the Bureau's research. The procedures will include virtually all types of techniques. In radiological research radioactive isotopes will be used in the analyses of elements present in trace quantities in various products resulting from metallurigcal extractions. Chemical analytical methodologies will include colorimetric, volumetric, gravimetric, and electrolytic techniques. In the application of instrumental analytical methods such equipment as X-ray diffraction and X-ray fluorescent, electron probe X-ray spectrograph, optical spectrograph, spectrophotometer, polargraph, and mass spectograph will be used. In the use of all procedures research will be conducted to solve the many analytical problems arising from various element interferences and matrix differences.

In addition studies will be continued to develop and improve methods of analysis and identification of minerals and compounds, and to develop techniques that can be used in the field for detection of selected metals or of their minerals.

(*c*) *Utilization research*

The estimate for this subactivity for fiscal year 1963 is $2,537,000, an increase of $250,000 over the amount appropriated for fiscal year 1962.

Need for increase.—The increased funds are needed for expanding utilization research on metals and alloys and nonmetallic materials to assure that the fullest possible advantage will be taken of these materials including their potential for new and unusual applications. As rapid obsolescence of scientific equipment is an unavoidable characteristic of research, the increased funds will be used principally for the replacement of obsolete and the acquisition of new scientific research equipment needed in an accelerated research program on properties of metals, alloys, and materials.

There is an urgent need for an expanded program to develop the basic scientific data essential to the preparation and evaluation of engineering materials that will withstand new environments. Such research encompasses the development of better methods for determining the mechanical properties of superior structural materials over a wide temperature range and studies on determining and evaluating the chemical, physical, and other properties related to the preparation and application of those materials. As an example of this problem, steel, although the strongest of all materials available to man, must be made still stronger to meet the much higher strength and temperature requirements now envisaged. Physical and chemical aspects of steelmaking should be studied to determine the basic factors controlling impurities and the effects of unusual alloying additives on the structure and uniformity of cast, and hot- and cold-worked steel. Physical metallurgy investigations, including preparation and testing alloys of tungsten and other ferroalloy metals, and alloys of the common base metals, including those of newly available rare metals, will aid in determining and developing new applications. Refractory metals such as titanium, columbium, tantalum, zirconium, and hafnium, need additional research directed toward increasing their usefulness at high temperatures by physical metallurgy investigations of the metals and their alloys. Additional research on controlled crystallization, heat treatment, intermetallic-compound formation, or fiber metallurgy methods may accentuate desirable properties and yield materials with improved structural characteristics.

In space and defense programs the need for lightweight, strong, oxidation- and corrosion-resistant materials calls for intensified research on using protective films of metals or compounds on metals, ceramics, or other materials. In a similar manner, methods of preventing the oxidation of high-melting-point

metals such as tungsten and molybdenum when used in a high-temperature atmosphere environment need to be found if the full potential of these materials is to be utilized.

Serious problems of fabricating simple and complex shapes of refractory metals and alloys must be overcome through utilization of new techniques such as vacuum casting, high-energy forming, coating, and powder metallurgy.

Theoretical concepts must be developed and phase equilibrium, reaction rate kinetics, and process applications must be studied in design and conducting experiments to produce crystals of synthetic mica, synthetic asbestiform fibers, and superrefractories for high-temperature and electronic uses. Most of the Nation's strategic mica is imported and the development of synthetic mica has been an important materials problem. The Bureau's synthetic mica research should be expanded to accommodate the prompt completion of a General Services Administration financed research program formerly assigned to a private contractor to extend into high-temperature applications and to encourage new uses by virtue of the superior electrical, thermal, and optical properties of synthetic mica. Determination of properties of synthetic asbestos and other fibers, such as silicon nitride and zirconium compounds, are needed to open new fields of research in high-temperature materials.

An important part of the current superrefractories program is basic research to accumulate fundamental data on the properties of ceramic raw materials and on the principles and relationships involved in ceramic technology. These data will enable faster, more orderly research for development of new ceramic raw materials for the production of the superrefractories and cermets required to withstand increasingly higher temperatures and other adverse environmental factors encountered in missile, jet-engine, nuclear-energy, and space applications and in metallurgical, chemical, and electronic industries. Studies of unconventional forming methods may show the way to more rapid production of ceramic products and to materials with improved and unusual properties. Research on the possibilities of producing ductile ceramic materials should be undertaken and should be expanded to include carbon and graphite, as graphite, particularly, has many of the properties exhibited by high-temperature ceramic materials.

Properties of materials are frequently influenced by small or trace quantities of additive or contaminating elements of their compounds. For example, the desired electronic properties of transistors and thermoelectric materials are greatly affected by minute variations of the dopant constituent and by the presence of trace contaminants, and the presence of dopants and contaminants must be accurately determined in parts per billion. Properties of alloys, including strength and ductility, are also markedly affected by trace elements and compounds. Hence, in these areas and also in that of extractive metallurgy special analytical techniques are urgently needed to meet the requirements of modern metallurgy.

Plan of work.—The funds requested will be used for research conducted by Bureau personnel at Bureau research centers and laboratories. The work will be coordinated with research of other Federal and State Government agencies and private industry and some projects will be conducted in cooperation with and partly financed by other Federal Government agencies, States, or private companies. The principal program elements for this subactivity are as follows:

Program elements	Estimate, 1962	Estimate, 1963
1. Physical metallurgy	$1,478,000	$1,583,000
2. Synthesizing micaceous and asbestiform materials	147,000	214,000
3. Developing hard and refractory materials	488,000	509,000
4. Basic research	174,000	231,000
Total	2,287,000	2,537,000

1. *Physical metallurgy.*—Studies will be continued on the casting of titanium, beryllium, and ferroalloy and alloys, on vacuum melting of carbon and alloy steels, and will be accepted on the preparation and evaluation of heterogeneous powder compacts.

Research will be continued on developing electrolytic or other coating procedures for depositing films of high-temperature ferroalloy metals and compounds on metals, ceramics, graphite, or similar materials, and on the coating of refrac-

tory structurally desirable but reactive materials with corrosion-resisting platinum group metals. Research on fiber metallurgy techniques will be expanded for the development of materials having improved physical properties and will be initiated on high-intensity forming of metals and alloys. Efforts will be continued to form high purity copper and tungsten in fine powder form and to prepare alloys by coreduction methods.

Accelerated physical metallurgical research will include studies on methods for making and testing high-strength steels, the use of depleted uranium in steel and antifriction alloys, development and evaluation of alloys of columbium, aluminum, titanium, magnesium, zinc, and various rare-earth elements, preparation of high-strength steels, development of phase diagrams and pertinent data of rare-earth metal alloys.

2. *Synthesizing micaceous and asbestiform materials.*—Research will be expanded in the preparation of synthetic micaceous and asbestiform products for high-temperature structural materials needed in space vehicles and in the chemical and electronic industries. The expanded program on synthetic mica will seek new methods of preparing large usable mica crystals or sheets as well as modified mica composition which may have improved useful properties. The program on synthetic asbestos will be expanded to include preparation of fibrous materials and scientific examination of natural and synthetic fibers to obtain a better understanding of preparation methods.

3. *Developing hard and refractory materials.*—Research on the preparation and evaluation of hard materials will be continued and work on high-temperature ceramics and refractories will be expanded to include preparation and study of ductile ceramics and investigation of carbon and graphite as refractory materials. The research on hard materials will include oxide, boride, nitride, and silicide compounds. High-temperature strength and thermal shock resistance will be measured and, in addition, crystal properties as they affect refractory properties will be investigated. Also, research will be continued on the development of continuous, rapid forming and firing methods of high-temperature ceramic structural materials.

4. *Basic research.*—Research pertaining to hard and refractory materials will be continued as studies of phase equilibria, reaction rate kinetics, thermochemistry, and kinetics of sintering. Studies of crystals including the correlation of structure and elastic properties at various temperatures will be made and possibililties examined for predicting from derived relationships the ductility of ceramic materials.

Research involving physics of metals and alloys will be conducted as a means to derive structural metals with unique, important properties. Damping alloys of varied compositions will be studied to determine the relationship of damping effect to alloy composition and to their magnetic and other properties. Basic studies will be initiated on the electron emission of liquid metal surfaces and continued on thermoelectric and related properties of specially prepared materials. Investigations will be continued on developing improved or new instrumental and other analytical techniques for the identification of constituents and compositions of alloys and detection of minute quantities of impurities in high purity metals and alloys. Research on instrumental techniques employing a mass spectrography for accurately determining infinitesimal quantities of elements in high purity products will be initiated.

(*d*) *Resources investigations*

The estimate of $2,871,000 is the same as for 1962.

Plan of work.—This program aims to provide the information and gain the understanding required to strengthen and develop the Nation's mineral raw material base. It comprises the investigation of resources, the collection of current data on production, consumption, and related statistical factors, and surveys and analytical studies of selected segments of the mineral economy. Through reports and publications it assists in policy formation, research guidance, and industrial enterprises. The work is coordinated with that of Federal and State Government agencies and private concerns engaged in the supply and utilization of minerals and metals. The plan of work for 1963 contains many projects from the previous year and undertakes a number of urgent new investigations utilizing personnel freed by the termination of projects in 1962, and includes the following:

Of primary importance in the field of mineral resources surveys are the investigations of domestic iron-ore resources. Appraisal of the vast low-grade deposits of the Lake Superior district and evaluation of deposits in the Appalachian Range will be expanded.

The Bureau, cooperating with other Government agencies, universities, and research institutions engaged in oceanographic investigations, will study the mineral aspects of these investigations.

Ferroalloy mineral resources in several Western States will be investigated.

A continuing investigation of base metal deposits and reserves will emphasize examination of copper, mercury, and tin deposits in Alaska. Special attention also will be given to appraising the magnitude and types of base metal ore reserves and potential reserves of the Western States, and the study will be extended to other areas including a new copper district in Missouri. Increased attention also will be given to byproduct and coproduct constituents of base metal ores, and a special study will be undertaken on the relationship of silver production to coproduct base metals.

Resource studies will be continued on uranium, beryllium, tellurium, germanium, and other metals. These studies are to develop the basic information on potential sources of uncommon metals in mineral deposits or as mineral processing plant byproducts. These investigations have a high priority on the Bureau's research capabilities because of the growing requirements for special property materials in nuclear energy applications, space exploration, and electronics. A national study on the nature and extent of mercury reserves will be continued. As part of the studies it is planned to develop techniques for appraising mineral production potentials of individual mines, or mining districts.

Research will be continued on the water requirements of the mineral industry with respect to both quality and quantity. Engineers will be available for the evaluation of mineral resources affected by proposed damsites and reservoirs, especially in frontier areas such as Alaska.

The search for and appraisal of deposits of ceramic materials, including kyanite and related minerals, refractory clays, and clays and shales for expanded lightweight aggregate in areas where a potential need is known or has been shown by special economic investigations will be carried forward. Studies in the Western United States will be conducted in cooperation with State agencies.

Resource studies of phosphate rock in the Southeast United States will be initiated, and sampling studies in both phosphate rock and potash mines will be accelerated, in the interests of conservation.

Studies including mineral production methods surveys are planned of mining and processing operations having special significance in relation to other aspects of the Bureau's program. A continuing investigation of gypsum and other construction and chemical materials resources will be complemented by studies of mining and processing practices and problems of mineral aggregate producers. Methods of producing fluorspar and asbestos from domestic deposits will be examined for means of increasing the recovery and grade of the product.

An industry survey of the Pacific Northwest zirconium-hafnium mineral occurrences and markets will continue. Another study will review the development, growth, and outlook for the aluminum mill products industry in the Pactific Northwest. The economic potential of the iron and steel scrap industry of the Rocky Mountain States will be assessed.

Collection, compilation, and interpretation of technologic, economic, and statistical information on all minerals and metals (other than fuels) will be obtained and analyzed to aid in the formulation and direction of minerals and metals research in extraction, processing, and utilization. Distribution of these data in the form of mineral industry surveys and minerals yearbooks to other Government agencies, industry, and the public will be an important part of the program.

5. Foreign mineral activities

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Foreign mineral activities	$361,020	$366,000	$500,000	+$134,000

Foreign mineral activities.—The estimate for this activity for fiscal year 1963 is $500,000, an increase of $134,000 over the amount for 1962. The increase will provide for needed expansion in services performed under this appropriation.

Need for increase: International mineral developments are affecting adversely the mineral economics of the United States and the free world. Consideration of the problems arising from this situation necessarily emphasizes the need for expanding the Bureau's factfinding services on foreign minerals. Among the more significant world developments in recent years has been overproduction which contributed to depressed conditions in some domestic mineral-producing districts. As a consequence the U.S. Government has participated in international discussions seeking cooperative measures that might reestablish stability and bring relief to depressed areas. U.S. emphasis on exchange of surplus agricultural products for foreign minerals recently has been increased. Communist aggression in Cuba and the Congo and threats of similar intervention in other parts of the world have focused attention on the minerals produced in these areas and their basic importance to the free world economy. Current efforts to promote export trade have stimulated interest in foreign mineral operations as expanding markets for U.S. mining supplies and equipment. The recent crisis in gold has revealed the need for more reliable information and judgment on the gold-producing potential of the world. Formulation of U.S. mineral policy and programs to cope with domestic problems arising from increased foreign competition commands the attention of many legislators and executives in Government. The Government's program of economic aid to underdeveloped countries likewise requires evaluation of the opportunities for effective technological assistance in the mineral field.

The Bureau of Mines is called upon frequently by private and Government agencies for information and opinions on the basic factors involved in the situations noted above. Because there are many gaps in available data it is necessary at times to resort to estimation. In many instances estimation is essentially guesswork as a consequence of which Government and business programs and policies sometimes involve uncertainties. The purpose of the Bureau's proposal to enlarge its foreign mineral factfinding program is to reduce these uncertainties to a practical minimum.

Plan of work: The funds requested will be used to support the continuous factfinding program conducted by the Bureau in Washington, D.C. This includes maintenance of statistical and technical staffs specializing in foreign mineral data. The statistical unit compiles mineral statistics from all parts of the world for use in Bureau publications and by agencies engaged in current Government operations in the mineral field. The technical staff advises on statistical problems and evaluates mineral developments abroad for the benefit of Government and industry groups concerned with foreign minerals. The activity covers both free and Communist worlds. The program is closely coordinated with other units of Government, particularly the information collecting activities of the Foreign Service. This assures efficiency in the use of funds appropriated for this purpose.

Increased funds requested for fiscal 1963 will be expended for the following purposes:

1. Provision of more complete statistics on world mineral production, consumption, and trade. Deficiencies in existing data on these vital factors are illustrated by the fact that only 52 of the 65 world production tables in Minerals Yearbook 1960 were reasonably complete. Reliable estimates of the output of many minerals in the Communist countries cannot be made with present staff. The yearbook is notably deficient in data showing geographic distribution of world consumption and international movement of mineral commodities.

2. Provision of more analytical appraisals of mineral developments in foreign countries that have an impact on the mineral economy and programs of the United States. A small increase in technical staff is required for this purpose in order to fulfill the numerous requests being received for specialized information which cannot be supplied at present.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$22,660,906	$24,533,000	$27,000,000	+$2,467,000
Comparative transfer to health and safety	266,000	267,000		−267,000
Unobligated balance	92,094			
Appropriation	23,019,000	24,800,000	27,000,000	+2,200,000
Obligations by objects:				
11 Personnel compensation	16,620,232	17,865,000	18,812,000	+947,000
12 Personnel benefits	1,251,418	1,342,000	1,413,000	+71,000
21 Travel and transportation of persons	490,967	567,000	646,000	+79,000
22 Transportation of things	129,445	137,000	143,000	+6,000
23 Rent, communications, and utilities	638,427	680,000	695,000	+15,000
24 Printing and reproduction	277,165	289,000	320,000	+31,000
25 Other services	499,266	514,000	548,000	+34,000
26 Supplies and materials	1,397,689	1,576,000	1,691,000	+115,000
31 Equipment	1,258,062	1,435,000	2,672,000	+1,237,000
32 Lands and structures	98,902	129,000	61,000	−68,000
42 Insurance claims and indemnities	513			
Subtotal	22,662,086	24,534,000	27,001,000	+2,467,000
Deduct quarters and subsistence charges	1,180	1,000	1,000	
Total obligations	22,660,906	24,533,000	27,000,000	+2,467,000

PREPARED STATEMENT

Chairman HAYDEN. Now, Mr. Ankeny, if you have a prepared statement, we will be glad to hear it.

Mr. ANKENY. Mr. Chairman, I have a rather lengthy statement which I, in the interest of saving time, would like to insert in the record and then would like to make a few comments.

Chairman HAYDEN. You may highlight it.

(The statement referred to follows:)

STATEMENT OF MARLING J. ANKENY, DIRECTOR, BUREAU OF MINES

Mr. Chairman and gentlemen of the committee, I welcome the opportunity to appear before you once again to present the budget estimate for the Bureau of Mines to carry forward programs for the conservation and development of mineral resources and for the promotion of safe and healthful working conditions in the mineral industries.

It would be a pleasure to be able to present a less complicated explanation of our programs, but I do not find it a simple matter to describe to you the complex interrelationships of minerals and fuels in modern society and the role that the Bureau of Mines plays in developing the full potential of these resources.

One of the main attributes of the industrial development of the United States has been our rich supplies of coal, oil, and other minerals. Not surprisingly, but nevertheless not generally foreseen by the layman, this supply situation does not hold true today. Not only has American industry caused serious depletion of many of our domestic raw materials, but dependence on foreign sources has been greatly increased. Logically, we must now turn our efforts to finding, converting, and utilizing other abundant resources as substitutes.

Today, the United States—indeed, the entire Western bloc of nations—is faced with a tremendous scientific and technologic challenge. In this race, we are off to a good start, but we cannot hold our preeminent position without exerting every effort to move ahead at an even faster pace.

Progress in this scientific contest—new and better missiles, nuclear energy, industrial advancement, development of the newer nations—all depend upon materials. We must have the materials we need in kind, quality, and quantity when we need them.

At no time in our history has the work of the Bureau of Mines been more essential than it is today. In this period of accelerating technologic advance and dynamic international competition, national survival is largely dependent

upon speed of acquisition and application of new knowledge to meet the heavy drain placed upon our mineral resources.

The Bureau's programs are dynamic, changing with the problems and demands created by war or economic environments. In keeping with this philosophy, the estimates before you set forth programs which are designed to fulfill the demands of current circumstances and projected to meet the challenge of the future.

Before discussing the Bureau's programs, I would like to point out that our 1963 estimates are being presented under a revised activity-subactivity basis. The previous format had become somewhat obsolete because of gradual redirection of emphasis in both the research and resources field of activity. In this connection, research programs are continuously adjusted to recognize the impact of international affairs, domestic needs, and scientific changes and challenges.

A resources investigations subactivity has been established under the bituminous coal, petroleum, and minerals and metals activities. Resources investigations account for a substantial fraction of the total funds expended under the "Conservation and development of mineral resources" appropriation and therefore merit separate consideration.

This subactivity is designed to do two things to improve our standing in this scientific race: (1) It brings together in usable form the information that can give the country the leadtime needed to assure adequate supplies of minerals and fuels, and (2) it integrates the whole spectrum of complex factors—power, labor, water supply, transportation, markets, resources, etc.—that make for orderly and efficient development of these essential supplies.

Our previous budget structure did not include a comprehensive metals activity even though work related to metals now occupies a major share of the Bureau's concern. Accordingly, the former ferrous metals, nonferrous metals, and nonmetallic minerals activities have been consolidated into the new activity entitled "Minerals and Metals." Since much of the Bureau's research deals with single problems or processes applicable to more than one commodity area, an overall description and presentation of the minerals and metals work under one grouping should prove more meaningful. Previously, major functional changes were difficult to describe and we hope the new structure will permit a clearer understanding of our plans and purposes. We know that the revised format will permit better fiscal control.

Finally, under the "Health and safety" appropriation, a new activity, health and safety research, was added. This activity will include the work of the Health and Safety Research Center and all other research functions presently funded under the inspections and investigations activity. Part of the explosives and explosions subactivity previously funded under bituminous coal is administered by the Health and Safety Research Center and this amount has been moved by comparative transfer to this new activity line.

No changes have been made in the other appropriation items.

The budget estimate for the Bureau of Mines for fiscal year 1963 is $37,491,000, a net increase of $3,366,000 over the amount appropriated for 1962. After deducting the nonrecurring construction items, the estimate provides for an actual increase of $4,156,000 for regular mineral conservation and safety activities. In addition, we are requesting borrowing authority in the amount of $20 million to supplement the $10 million borrowing authority previously provided by the Congress for the helium conservation program.

BITUMINOUS COAL

Our research and technologic work conducted under the bituminous coal program is aimed at developing maximum efficiency in the mining, preparation, and use of coal by industry and Government. We are determined, also, to develop new and improved methods for the conversion of coal to more useful forms and more marketable products. During the past 2 years we have increased our emphasis on problems such as hydraulic mining and the development of the coal-burning gas turbine. Now we propose to attack another problem of immediate nature.

We are requesting an increase of $350,000 to conduct experiments on the possibility of injecting solid fuel into a blast furnace as a supplemental fuel. It has already been demonstrated that it is feasible to inject liquid fuels into the tuyeres of a blast furnace for this purpose. We now propose research to determine if it is technically feasible and economically attractive to inject solid fuel as well. Our purpose calls for trials of injecting this in dried form, powdered

form, and also as a slurry. If successful, this would result in a lower cost in producing steel and it would enable coal to compete with liquid fuels and assume a better competitive position in the metallurgical fuel market.

ANTHRACITE COAL

The anthracite program stresses ways to develop markets for anthracite, better preparation practices, and improved methods and uses. Bureau research on mining, preparation, and utilization of anthracite implements a continuous policy of conserving a great natural resource by promoting wider and more efficient use techniques. The steady decline in the use of coal in the energy market is essentially caused by its replacement by liquid and gaseous fuels. If anthracite is to recover a substantial part of the predicted energy requirements of the future, it is imperative that new technologic processes be developed. Under an agreement with the Commonwealth of Pennsylvania, the Bureau will continue to evaluate, recommend, and supervise jointly financied projects designed to prevent flooding of mines in the anthracite region. Without such projects, vast tonnages of minable hard-coal reserves would be flooded and lost forever. Under this program, a nominal increase is requested to permit the microfilming and storage of maps and other documents relating to abandoned mines and also provide for testing of lower bulk-density metallurgical briquets.

PETROLEUM, NATURAL GAS, AND OIL SHALE

The objective of the petroleum, natural gas, and oil shale program is to assure adequate supplies of liquid and gaseous fuels for national defense and public welfare at reasonable cost. Increased total recovery of petroleum is of utmost importance as evidenced by the continued increase of domestic demand despite the increased difficulty involved in finding new reserves. Encouraging operators to adopt practices that conserve the energies in underground reservoirs and showing how air, gas, and water injection can serve as effective substitutes once the original energies are depleted, are means of increasing total recovery of oil and gas. We are requesting an increase of $187,000 for oil shale research in anticipation of the technologic needs for a potential oil shale industry. The economics of such an industry will depend to some degree upon the byproducts that may be manufactured, together with the conventional fuel products. In view of this, the chemical potential of such an oil shale industry will be probed.

MINERALS AND METALS

This program is aimed at maintaining a strong national supply position despite the ever-increasing demands of an expanding industrial economy and rising international tensions. One of the most obvious ways to expand our supply base is to develop better extractive methods. Minerals left behind in worked deposits in many instances never can be recovered. Hand in hand with this requirement is the need to introduce every possible economy into the process of extraction—in other words, increased recovery at lower costs, and with the maximum in human safety.

Scientific research in mining has a comparatively short history. So long as it was possible to maintain adequate mineral supplies by long-established methods, there was little need for the scientific approach. That the end of this comfortable situation is at hand is evidenced by the variety and rapidly growing amount of mining research in progress all over the world.

To assist the industry in reducing mining costs and recovering a larger percentage of ores from the ground, the Bureau makes numerous important mining studies. These range from investigations of techniques and equipment that have proved workable in operating mines and quarries to fundamental research on drilling, breaking of rock by explosives, and the nature of stresses in underground mine structures.

In metallurgical research the scope of our program is broad, and the purpose is to swell our mineral wealth by learning how to recover, separate, and utilize the mineral values in ores efficiently and economically. The present-day aim has been broadened to include the discovery of ways of replacing scarce commodities with plentiful ones, and to assist the mineral industries to continue the trend of turning out better and better products from raw materials of lower and lower grades.

As the demand for metals and minerals rises and material requirements for jet-powered aircraft, missiles, nuclear powerplants, and other modern uses

become more exacting, we find that the need for metallurgical research is becoming continually more urgent.

The Bureau is constantly carrying on research and experiments in the three main divisions of metallurgy. These are mineral dressing, which means concentrating metallic or nonmetallic minerals from the rocky matrix; extractive metallurgy, which means extracting pure metals, converting pure ores or concentrates; and physical metallurgy, or the converting of pure metals, often alloys of two or more metals, into useful shapes.

Both industry and Government require up-to-date information—facts upon which to formulate policies and make decisions. One of the Bureau's most vital tasks has been to supply a steady flow of data on the production, distribution, and consumption of minerals and metals. Resources investigations are made of mineral deposits to gain a better knowledge of the location, quantity, quality, and recoverability of specific mineral resources.

An increase of $1,746,000 is requested under the minerals and metals activity. Of this amount $776,000 will be used to intensify its mining research program and $970,000 to accelerate its metallurgical research program.

The increase in funds for mining research will permit increased emphasis on such problems as the development of improved means for supporting underground openings, including precast concrete, rock-bolt anchors, and hydraulic backfill and more efficient machines and techniques for drilling and breaking rock. Typical of the fundamental studies to be initiated or increased are investigations designed to make engineering use of such geologic features as faults, fractures, alterations, rock type, rock properties, etc., so that they may be reduced to factors in formulas for predicting rock behavior during the act of mining.

The major portion of the increased funds requested for metallurgical research will be used to accelerate processing research on domestic mineral resources. Mineral resources are assuming an ever-increasing importance in the national economy and security in view of the continued and growing demands for minerals and products therefrom. However, the continued decrease in the grade of domestic ore, the abundance of marginal and submarginal resources, the growing dependence on foreign sources for some significantly important minerals, and the emphasized requirements for superior materials in space age structures, vehicles, and other applications all add urgency to the situation. Alleviation of this situation requires enhancement of the domestic mineral deposits through research to develop technically and economically feasible processes for effectively treating the marginal and submarginal domestic resources, particularly those in great abundance.

Also, the increase will provide for an expanded program to develop the basic scientific data essential to the preparation and evaluation of engineering materials that will withstand new environments. Such research encompasses the development of better methods for determining the mechanical properties of superior structural materials over a wide temperature range and studies on determining and evaluating the chemical, physical, and other properties related to the preparation and application of those materials.

FOREIGN MINERAL ACTIVITIES

Government and industry are provided with current information on mineral developments in foreign lands through our foreign activities program. The Bureau assembles, analyzes, and interprets statistical, economic, and technical data required in the evaluation of international trade in minerals and the mineral economies of foreign countries. The resulting data is disseminated through Bureau publications and special reports for internal Government use. Because there are numerous gaps in available data, it is sometimes necessary to depend on guesswork. This, in turn, is responsible for the uncertainties sometimes involved in Government and industrial programs and policies. An increase of $134,000 is requested to enable the Bureau to enlarge its factfinding program so as to obtain more complete international data on minerals and reduce these uncertainties to a practical minimum.

INSPECTIONS, INVESTIGATIONS, AND RESCUE WORK

Bureau activities under this heading are designed primarily to prevent accidents and injuries in the mineral industries and to preserve the lives and health of those employed in such industries. The prevention of accidents and injuries

enhances the economic well-being of the mineral industries because all accidents and injuries are costly and wasteful. Our activities, therefore, are essentially of a continuing nature such as mine inspections, safety investigations, instruction in accident-prevention and first-aid and mine-rescue and recovery practices. Continual study and appraisal of all hazards in the mineral industries require development of new techniques or revision of old ones to meet changing conditions. In essence, therefore, the commodity dealt with is the mineral industry worker and his well-being. We are requesting an increase of 200,000 to initiate a study of the causes and prevention of injuries and health hazards in metal and nonmetallic mines in accordance with the mandate of Public Law 87-300, 87th Congress. This study is prescribed to determine whether or not there is a need for a Federal inspection program in metal and nonmetallic mines similar to the program now applicable to coal mines.

CONTROL OF FIRES IN COAL DEPOSITS

The purpose of the work under this heading is to stop the destructive action of uncontrolled fires in inactive coalbeds that have caused the loss of valuable coal reserves, damaged or destroyed surface property, and endangered the lives and health of persons living nearby. The estimate holds this program to the 1962 level.

HEALTH AND SAFETY RESEARCH

Activities under this heading are conducted in the Bureau's Health and Safety Research and Testing Center and its two experimental mines. Research is directed toward improving equipment in underground mines; methods and equipment to counteract health hazards of the mineral industries; establishing more scientific bases for roof control; improving ventilation problems; and preventing dust explosions.

An increase of $169,000 is requested to permit expansion of research on and testing of respiratory-protective equipment. The Bureau for many years has been testing and granting approval for equipment meeting our specifications for use in the mineral industries. There has now developed a need for protective equipment for other activities not involved with the mineral industries. Industry and some Government agencies have felt that rather than have various agencies involved in this matter, it should be done centrally and logically in the Bureau of Mines. It is our plan that this would be a national testing center for protective equipment for all industries.

We have another requested increase of $175,000 to expand our diesel research and testing facilities to keep abreast of modern mining and tunneling requirements. The use of diesel-powered equipment in mining is growing steadily and there are a great many new designs of equipment that are reaching the market. Both manufacturers and users are urging the Bureau to provide prompt service for testing leading to approval for underground use. Our facilities are not adequate to keep pace with these increasing demands and in order for the Bureau to fulfill its obligations in this area expansion of this program is mandatory.

CONSTRUCTION

Funds requested under the "Construction" appropriation for 1963 total $1 million. This amount will be used for the design and preparation of detailed engineering plans and specifications in connection with the relocation of fuels and health and safety research functions from Pittsburgh, Pa., to Bruceton, Pa., and the proposed construction of a new analytical methods research center on a Government-owned site at Frederick, Md.

The present facilities at Pittsburgh are no longer satisfactory for the conduct of modern research investigations. These buildings are now considered to be obsolete and inadequate for the needs of our present research activities. The Bureau of Mines feels that relocation in a new, functionally designed building would be advantageous to carry out the major important programs on coal and health and safety research.

The proposed research center at Frederick, Md., is needed to conduct analytical methods and equipment research. Although methods have been developed to allow routine analyses of impurities in quantities of only parts per million, the requirements of new electronic and metallurgical applications demanding ultra-high purity materials have multiplied sensitivity requirements to mere parts per billion.

GENERAL ADMINISTRATIVE EXPENSES

This activity finances certain administrative services in the Washington office and five regional offices incident to the prosecution of the Bureau's responsibilities and also provides for the overall executive direction and coordination of our various programs. The nominal increase of $43,000 requested will provide for procurement of accounting equipment, expansion of the Bureau internal audit program, and within-grade salary increases.

HELIUM CONSERVATION

The Bureau of Mines is requesting borrowing authority in the amount of $20 million to supplement the $10 million borrowing authority previously provided by the Congress to carry out the provisions of the Helium Act.

The Bureau continues to supply all of the ever-increasing demands for helium and concurrently has made excellent progress on a long-range conservation program as authorized by Congress. Every reasonable effort has been made to proceed rapidly with the conservation program in order to save helium that would otherwise be wasted. Utilizing the full $47.5 million contracting authority provided, contracts for periods of 22 years have been negotiated with four private companies under which the companies will finance, build, and operate extraction plants and sell the helium to the Government for conservation. Preliminary negotiations have continued with other potential suppliers in order that contracts may be consummated rapidly should additional contracting authorization be made available. The first plant is scheduled to begin production in July 1962.

A helium research center has been established to strengthen and expand the program of basic and applied research on helium. The research center conducts research and experimentation on the occurrence, properties, production, and utilization of helium, and provides a focal point from which both industry and Government can secure results of helium research.

With the planned installation of additional purification capacity at the Amarillo and Otis helium plants and the purchase of needed additional shipping containers to supplement existing production facilities, we will be able to supply demands for helium in 1963. Construction of a crude helium pipeline, approximately 400 miles long, to transport helium from industry's plants to underground storage near Amarillo, Tex., is scheduled for completion in time to accept delivery of helium when the first conservation plant is ready to begin operations.

GENERAL STATEMENT

Mr. ANKENY. The budget estimate for the Bureau of Mines for 1963 calls for a net increase of $3,156,000 for the regular programs of the Bureau, a request for $1 million for construction purposes, and a request of $20 million borrowing authority for the helium purchase program. In this age of exploration of outer space, there are still many frontiers to be explored here on this earth. To keep pace with the material demands of the space age, not only for the exploration of space and for missile technology, but also for the continued growth and prosperity of our Nation as a place to live, we must have the materials we need in kind, quality, and quantity when we need them.

We are therefore faced with a tremendous challenge to maintain our technical supremacy in the fields of minerals and fuels. We must continue to explore and make scientific discoveries in the fields of minerals and fuels that will yield benefits to mankind.

In the field of energy, we must explore economical ways of producing, transporting, and consuming fuels.

We have a number of projects that are in being and some that are proposed to meet this requirement. I only want to mention a few of the important ones at this time. We have been making substantial progress in our hydraulic mining programs, in which we are conducting an experiment in the State of Washington in the hope that we may increase the productive capabilities of the coal industry in that

area so that coal will have a chance to compete in the energy markets in the Northwest part of our country. We are also doing some hydraulic mining work in the anthracite fields of Pennsylvania.

NORTHWEST WATERPOWER

Chairman HAYDEN. You have a job in the Northwest in competing with that northwestern waterpower?

Mr. ANKENY. It is not a matter of competing, but it is a question of supplementing the waterpower. The situation is that waterpower can only guarantee a certain amount of firm power and they have an overage amount that they can't sell at a very good price because they can't guarantee it. If this can be supplemented with steampower, either from coal or petroleum, then they put on the market a greater quantity of firm power, and it is in this area we hope to go ahead.

Chairman HAYDEN. In other words, it is supplementing their efforts and not competing with them?

Mr. ANKENY. That is correct.

Chairman HAYDEN. Proceed with your statement.

HYDRAULIC MINING

Mr. ANKENY. Recently we have been able to demonstrate hydraulic mining in the anthracite field, where progress had not been as good as in the bituminous field due to the fact that anthracite is very hard material and it is filled with sulfur rocks of various kinds that make it virtually impossible to operate continuous mining operations. We have demonstrated that with hydraulic mining the hydraulic water jets simply disregarded the obstructions and cut right through them. The question, however, of economics of hydraulic mining versus the conventional mining in anthracite fields still remains to be demonstrated.

Chairman HAYDEN. By "hydraulic mining," you mean the application of water by force against the coal face?

Mr. ANKENY. That is correct.

Chairman HAYDEN. How do you get rid of the waste water?

Mr. ANKENY. It runs away and collects into a sump where any impurities would settle out and it would be used over and over again in a cycle. But we hope to carry this hydraulic program one step further. We are now engaged in experimental work for the hydraulic transportation of coarse coal and we conceive that under certain mining conditions you will mine the coal hydraulically, you will pick it up in a hydraulic system and transport it to the cleaning plants or to the powerplants directly from the mine faces. This is for some time in the future, but it will give coal a tremendous advantage in competing with other fuels in electric power generation.

Chairman HAYDEN. That is a system that will operate in the Northwest where there is an abundance or superabundance of water. It wouldn't work down in my country.

COAL-FIRED GAS TURBINE

Mr. ANKENY. We have a project that will work in your country if we ever make a breakthrough on this, and there is considerable interest from people in Arizona right now on our coal-fired gas turbine. This is a project that has been going on for some 2½ years,

and the objective of this is to be able to consume the coal directly in the turbine itself and thus eliminate the steam cycle. If we ever are able to do this economically, it will mean that in dry areas where there is a shortage of water, we needn't worry about the water problem. It will also mean that present-day steamplants, as now constituted, will be supplanted because the turbine will do a more efficient job on the conversion of the energy of coal into electrical energy. Our problem in connection with this is to find a design which will permit the burning of these impurity-laden gases that come from coal to go through the turbine without destructive effect on the turbine blades.

This is the direction in which we are working in our coal-fired gas turbine project at Morgantown, W. Va.

BLAST FURNACE EXPERIMENTS

Another new project in which we hope to engage and in which we are asking for a $350,000 appropriation this year, is to conduct experiments in our blast furnace at Pittsburgh of using coal directly in the blast furnace to supplement some of the coke that is now used in producing steel. If we can do this, it will not only mean a cheaper method of producing steel but it will mean conservation of our relatively scarce reserves of high-grade coking coals.

This is a new project, and as I say, it is in our estimates for this year.

In the field of energy from oil shale, we are also asking for an increase of $187,000 to step up to some degree our research work on the conversion of oil shale to energy.

BETTER RECOVERY METHODS

In the field of metals and nonmetallic minerals, we must explore and find more economical methods of extracting minerals from the earth. We must find out how to obtain more complete recovery of our very limited high-grade reserves. We must find improved methods of supporting underground openings and we must develop better techniques for drilling and breaking ore.

In our estimates for 1963 we are asking for an increase of $776,000 to step up our mineral mining program I have just mentioned. In the metallurgical field we must find more economical means of recovering minerals from our abundance of marginal and submarginal ores. We must find ways of producing superior materials for use in space age structures and superior materials for use in the production of atomic energy.

EVALUATION OF ENGINEERING MATERIALS

We must find and develop basic scientific data essential to the preparation and evaluation of engineering materials that will withstand new environments in the space age and in the atomic age and we want to find and expect to find the effect of nuclear radiation on metallic elements and on metallurgical processes. That is a new field of research and we are getting established to do this work.

In our station at Albany, Oreg., we need an expanded program to develop the basic scientific data essential to the preparation and evaluation of engineering materials that withstand the new environments in the space and atomic age.

FUNDS FOR METALLURGICAL WORK

For our total metallurgical effort we are asking for an increase of $970,000 for fiscal 1963.

In the foreign minerals field we need to do a better job of reporting on the mineral economics and potential of foreign countries. We are asking for an increase of $134,000 to step up our foreign mineral fact-finding activities.

Chairman HAYDEN. In that regard there are still some people who would have you do nothing abroad because it is liable to increase imports?

WORK IN FOREIGN COUNTRIES

Mr. ANKENY. Well, our program is certainly not pointed in that direction and while there may be some people who would object to this, this is a tremendously important activity for the Government. We have to serve many Government agencies with information that is obtained as a result of this activity; moreover, industry itself depends on the Bureau of Mines to be knowledgeable of what is going on in other mineral-producing countries.

Chairman HAYDEN. Now, do you have to keep a number of men abroad to check on this or how do you get your information?

Mr. ANKENY. The information is generally relayed to the Bureau of Mines by mineral attachés and others that are in the employ of the State Department. None of this money goes to support any Bureau of Mines personnel abroad.

SAFETY STUDY

We are also asking for $200,000 to conduct a study of the safety conditions in the metal and nonmetallic mines of the United States. This study was made mandatory by an act of Congress in the 1st session of the 87th Congress and known as Public Law 87–300. They have given us a 2-year time limit in which we must come back to the Congress with the results of this study and with recommendations as to what the Congress should do with respect to proposal for the establishment of a regular system of safety inspection and safety education in those industries.

Chairman HAYDEN. Well, the disasters in mines have caused Congress to institute that action.

Mr. ANKENY. You understand, sir, that this request only has to do with metallic and nonmetallic mines.

Chairman HAYDEN. I understand.

Mr. ANKENY. And in these mines there is not a great disaster history. But there is a substantial history of individual fatalities and injuries.

DUST AND RADIATION HAZARDS

Chairman HAYDEN. I remember now, it is the dust in the lungs that leads to consumption or tuberculosis.

Mr. ANKENY. Part of the study is on the effects of breathing dust and part on the effects of radiation in mines in which uranium is being mined and part of it is on the general run of mine accidents that come as a result of roof falls. But Congress was unwilling to move ahead on legislation at this time without a thoroughgoing study.

HEALTH AND SAFETY RESEARCH

In health and safety research, we are asking for $169,000 to increase our respiratory protective research and testing activities.

Up to the present time the Bureau of Mines has tested respirators and gas masks at various times and granted approval for equipment designed for use in the mining industry but in other industries, in agriculture, in food processing, and in some of the chemical industries also there is a need for this kind of equipment and we have been requested by other Government agencies and by some of the industries to assume the responsibility of testing equipment for industries outside of the mineral industry, on the grounds that we are equipped and ready to do this. It would mean an increase in personnel, but this would be, instead of a laboratory devoted solely to the mineral industry, a national laboratory for the testing and approval of respiratory equipment.

DIESEL RESEARCH AND TESTING

We are also requesting $175,000 to increase our diesel research and testing activities.

We have been testing diesels for nongassy metal mines. The use of diesels is increasing tremendously in metal and in nonmetallic mining operations and our laboratory is so burdened now that we can't keep up with the testing of new equipment of this type. We are therefore asking for this increase to step up the activities of that laboratory.

CONSTRUCTION PLANNING FUNDS

On the construction request of $1 million, this is a request for money to engage an architect to develop plans to replace our Pittsburgh research facility. This facility is now 50 years old. It is rather obsolete. It is expensive to maintain and operate. Inasmuch as there is going to be under construction very soon a new Federal building in Pittsburgh, we contemplate moving all of the office work that is being done at our 4800 Forbes Street facility into this new Federal building. We want to provide facilities at Bruceton to move the coal research work we are now doing at Pittsburgh and also the health and safety research work and the coal mine inspection headquarters now located at 4800 Forbes Street, to the proposed new facility at Bruceton.

We also want to develop plans to establish an analytical methods research laboratory at Frederick, Md.

This is a new field for the Bureau. It is not altogether new because we have been developing to a limited extent analytical methods in our research centers in the field but we want to centralize this work at Frederick, Md., so that all analytical methods work will be done there. The requirement for this has been brought about by the demand these days for pure metals. The researcher, who is seeking to develop high purity metals has progressed so much faster than the development of analytical methods to determine the very small amount of impurities in these metals that we must ask for authority to develop plans for this laboratory.

Mr. Chairman, this completes my statement and I would be happy to answer any questions you may wish to ask.

PITTSBURGH RESEARCH STATION

Chairman HAYDEN. What is to be done with the research station in Pittsburgh after the move to Bruceton is completed?

Mr. ANKENY. This station would be turned over to GSA for disposal. This station is located practically on the campus at Carnegie Tech and I know they are interested in purchasing the station but the disposal would be out of our hands.

BITUMINOUS COAL PROGRAM

Chairman HAYDEN. The estimate for the bituminous coal program is $7,214,000 and is defined as being directed toward research in the conservation, development, and conversion of bituminous coal. The Office of Coal Research, which is requesting $2 million for fiscal year 1963, is charged with the responsibility of encouraging and stimulating the production and conservation of coal through research and development. Would you please differentiate between the two programs?

Mr. ANKENY. Sir, if you are speaking of programs in the broad sense, there is no difference really, except that some of our work is of a longer range nature than that intended for the Office of Coal Research, but the difference will be in the specific projects that the two agencies are engaged in. For example, since the Bureau of Mines is engaged in the development of the coal-fired gas turbine, I am sure that the Office of Coal Research wouldn't enter into a project of that kind.

Chairman HAYDEN. Do you think the work can be properly separated so there will be no duplication?

Mr. ANKENY. There is no reason why it can't be properly separated.

AIR POLLUTION RESEARCH

Chairman HAYDEN. I note in your justifications the statement that during the past year in your air pollution research you have tested certain catalysts for effectiveness in eliminating smog formers from automotive exhaust gases. What success have you had with this experiment? What success have you had, say, in Los Angeles, Calif.?

Mr. ANKENY. I would like Mr. Zinner to respond.

Mr. ZINNER. Senator, air pollution is a matter of continuous concern to us. The research work that we are doing on catalysts is partly funded by the Bureau of Mines and partly by transferred funds from other agencies, particularly the Atomic Energy Commission. In the latter case we are investigating the potential use of depleted uranium as a catalyst.

HYDRAULIC TRANSPORTATION OF COAL

Chairman HAYDEN. In connection with the hydraulic transportation of coal work which you have done, I have noticed in the paper a pipeline for transportation of coal slurry. Is this one of your projects?

Mr. ANKENY. No, sir. This is not one of our projects. We are very much interested in it and we feel that the demonstration of the ability to transport coal in the form of a slurry through pipelines and feed it directly into boilers has been a real breakthrough for coal. We

are concerned, in the work that we are immediately engaged in, in the transportation of coarse coal from the production end to a place where it would be processed or burned in the boiler.

MINERALS AND METALS ACTIVITY

Chairman HAYDEN. You have requested an increase of $1,750,000 in your 1963 requirements for minerals and metals activity, for a total of $14,786,000. Would you inform the committee of the need for this increase, touching on the various subactivities where the increases will apply?

Mr. ANKENY. Mr. Chairman, I have responded in part to that question in my introductory talk. I think that Mr. Zinner, who is assistant director for programs, can more adequately discuss this.

Mr. ZINNER. There are, as you recognize, three broad subactivities in this particular area. In the research on utilization for fiscal 1963, we propose that physical metallurgy research will be intensified to prepare extra high-strength steels; devise methods of forming ferroalloy materials that are difficult to shape by conventional practices; and to speed up studies on zinc, magnesium, columbium, tantalum, tungsten, and other alloys to evaluate their potential value in stringent applications.

EXTRACTION AND UTILIZATION RESEARCH

On the part of the programs which has to do with extraction research, in our terminology this is mining research, the fund increase requested will be used mostly to procure equipment, and increase the effort applied to develop improved artificial supports for underground openings, more efficient methods of rock disintegration, better methods of ground control, and work of that type.

Now, under the part of the program that is concerned with utilization research, one project that I consider to be outstanding was the development of a method for successfully coating rocket-nozzle inserts with tungsten.

TUNGSTEN REDUCTION

Tungsten, because of its extremely high melting point, was selected as a coating material that would withstand the extraordinarily high temperature of the nozzle gases. However, because of the difficulty in forming tungsten into the desired shapes by conventional means, Bureau scientists were forced to devise other methods.

Their efforts, employing carefully controlled gaesous reduction of tungsten hexafluoride by hydrogen, were successful in developing a method whereby high-purity tungsten could be deposited in the desired complex shape and wall thickness. Rocket nozzles coated by this Bureau method were determined by testing to be far superior to those coated by other means.

As a result of the Bureau development a commercial plant for tungsten-coating nozzles was constructed and produced the first satisfactory, full-scale rocket nozzle.

Chairman HAYDEN. This is very interesting information. Thank you for it.

HEALTH AND SAFETY PROGRAMS

For health and safety programs which you have already discussed the 1963 estimate is $8,158,000, an increase of $958,000 over the appropriation for 1962.

The justification will be placed in the record.

(The justification follows:)

BUREAU OF MINES

HEALTH AND SAFETY

Purpose and long-range objective

The programs of the health and safety activity of the Bureau of Mines are designed to (1) prevent accidents and injuries primarily in the extractive mineral industries of the United States, embracing coal, metal, and nonmetallic mining, quarrying, metallurgical, petroleum, and natural gas; (2) safeguard the lives and health of persons employed in those industries; and (3) extinguish or otherwise control fires in inactive coal deposits. By so doing, the economy of the mineral industries is improved by avoiding human suffering and waste of resources and facilities that are coincident with occupational accidents, injuries, and diseases; and preventing destruction of valuable natural resources and loss of facilities to produce them.

The ultimate long-range objective is to eliminate all accidents and injuries in the mineral industries, but this is a target that is virtually unattainable. Occupations connected with underground mining—coal and noncoal—are among the most hazardous of all industrial occupations in the United States; and if a steadily declining frequency rate—lost-time injuries per million man-hours of exposure—can be attained in all underground mines and also in the other mineral industries, this should be considered as satisfactory progress toward the ultimate objective.

Accomplishments during past year

For 1960 the record of Federal coal-mine inspections shows that the average number of inspections per active mine employing regularly more that 14 men underground (designated "Title II" in the Federal Coal Mine Safety Act) was 2.4 times, whereas for mines employing regularly less than 15 men underground (designated "Title I" in the Federal Coal Mine Safety Act) the average was 1.1 inspections. Strip mines were inspected 0.7 time, and auger mines 0.9 time. Because of seasonal or otherwise intermittent operation and abandonment of facilities, some mines were not inspected during the year.

Notwithstanding that numerous inspections and investigations were made of facilities other than coal mines, optimum results in preventing accidents and injuries were obtained largely through safety educational activities. Over 6,200 persons completed various Bureau accident-prevention training courses and over 28,700 completed the first-aid and mine-rescue courses during the fiscal year 1961. Contributory to the overall effort was the attendance of approximately 100,000 persons at the Bureau's demonstrated lectures on safety and 134,000 persons at Bureau screenings of safety films. Also, aproximately 128,000 persons attended Bureau-sponsored safety meetings, including those of the Holmes Safety Association.

Testing equipment and devices for permissibility under specific prescribed regulations, coupled with research and development of new devices to cope with changing or newly encountered conditions, contributed substantially to the overall safety performance of the mineral industries.

Research and investigations in roof and rock bolting to prevent falls of roof, face, and back, coupled with new techniques of bonding poorly consolidated roof strata with resinous substances, and the scientific study of "bumps" or rock bursts, provided the leadership needed by the mining industry to combat the most difficult hazard—falls of roof or ground—that is responsible for most of the deaths and serious injuries in underground mining operations.

An important study carried on vigorously is to determine effective face ventilation and dust-control methods where continuous miners are operated in coal

mines. Ventilation and dust surveys conducted in coal and noncoal mines and the use of the electric analog to solve complicated mine-ventilation problems, periodic public demonstrations at the experimental coal mine of gas and dust explosions and methods of preventing them and also demonstrations of mine firefighting methods aided the mining industry in preventing ignitions of gas or dust and in evaluating and combating the hazards of gas and airborne dusts in the working environment.

For many years the Bureau of Mines has believed that one of the most effective means of preventing accidents, injuries, and impairment of health in the mineral industries is through accident-prevention educational training. Although the Bureau has conducted such training for many years, its instructors are now presenting the course in fundamentals of accident prevention for coal-mine supervisors to serve as a basis for establishing a sound, far-reaching, mine-accident-prevention program, and is designed to create a favorable psychological attitude toward accident prevention. Upon completing this course the supervisors are equipped to train their own workmen in the fundamentals of accident prevention.

New specifications for protective devices will be developed and tried in the field to cope with new operating problems as may arise from mining radioactive ores; gassy coal mines which liberate methane in large volume; and mines that operate under heavy cover, increasing the liability of bumps and rock bursts. These as well as the older hazards of roof support, dust, explosive and noxious gases, and testing for permissibility of underground electric- and- diesel-powered equipment will be given the attention that is necessary to eliminate or minimize the attendant hazards. Broadening the base of respirator approval to cover wider industrial applications is contemplated. A study leading to appraisal of health and safety conditions and practices in noncoal mines, State laws pertaining to such mines, and effectiveness of enforcement thereof is contemplated as a prelude to whether Federal inspection of such mines is desirable or necessary. Such a study is authorized by the enactment of Public Law 87–300.

Dissemination of information through inspection reports, classroom instruction, formal publications, and Bureau participation in safety-promoting agencies will be carried on to the end of achieving a steady reduction in the accident and injury rates of the mineral industries.

The control of fires in inactive coal deposits will be a continuing activity in fiscal year 1963. Projects will be initiated in the order of urgency and the availability of funds. The Bureau has records of 310 fires in inactive coal deposits; of these 110 have been investigated, and 93 have been controlled or extinguished. The objectives are to prevent losses of valuable natural resources, and to prevent loss of life or impairment of health of those living or working near such fires.

The control of fires in inactive coal deposits is a continuing activity in which 13 fires were extinguished or controlled during the year 1961. Some maintenance work was necessary to prevent previously controlled projects from rekindling.

Program changes

Although primary objectives continue unchanged, the programs in health and safety are subjected to continual scrutiny because working and economic conditions in the mineral industries change or new ones arise, requiring flexibility to shift emphasis or to add other programs as conditions warrant. The mining of radioactive ores has emphasized the need for greater protection against radioactive ducts and gases incident to uranium-ore mining. Consequently more rigid specifications for protection of workmen against exposure to radioactive decay products must be developed. The widening application of continuous-mining systems in ultragassy mines has caused revision of precautions that are necessary to safeguard against gas and dust ignitions. This has led directly to the Bureau's investigations to develop a practicable methane-monitoring system, to develop more effective dust-control measures, and to improve face and general mine ventilation.

Roof-control procedures are modified from time to time as more knowledge is gained through studies and investigations. Adaptation of sonic techniques to predict impending bumps or rock bursts, the use of plastic resins injected into rock strata to consolidate the elements, and improvement of self-propelled, protective roof shields for workmen in face areas illustrate the necessity of avoiding rigidity in programs.

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Objectives and program for fiscal year 1963

The Federal Coal Mine Safety Act requires that each title II mine be inspected at least once annually, and that the Bureau of Mines is authorized to make annual or necessary inspections of title I mines.

The Bureau, however, recognizes that its obligations under the act cannot be met by adhering to minimum requirements. The present objective is to inspect each title II mine at least three times annually, each title I underground mine twice a year, and each strip and auger mine at least once annually.

Health and safety

Appropriation, 1961	$7,107,000
Unobligated balance from prior years	250,000
Comparative transfer from "Conservation and Development of Mineral Resources"	266,000
Total amount available, 1961	7,623,000
Appropriation, 1962	7,200,000
Unobligated balance from prior years	47,000
Comparative transfer from "Conservation and Development of Mineral Resources"	267,000
Transferred to "Operating Expenses, Public Building Service," General Services Administration (75 Stat. 353)	−2,000
Total amount available, 1962	7,512,000

SUMMARY OF INCREASES AND DECREASES, 1963

Inspections, investigations, and rescue work:		
Appraisal of health and safety conditions in non-coal mines	+$200,000	
To cover cost of within-grade salary advances for classified personnel	+82,000	
		+282,000
Health and safety research:		
For research on and testing of respiratory equipment	+169,000	
To provide for diesel research and testing	+175,000	
To cover cost of within-grade salary advances for classified personnel	+20,000	
		+364,000
Net change, 1963		+646,000
Budget estimate, 1963		8,158,000

Analysis by activities

	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Inspections, investigations, and rescue work	$5,871,763	$5,971,000	$6,253,000	+$282,000
2. Control of fires in coal deposits	514,463	377,000	377,000	
Unobligated balance carried forward	47,000			
3. Health and safety research	1,143,514	1,164,000	1,528,000	+364,000
Unobligated balance	46,260			
Total	7,623,000	7,512,000	8,158,000	+646,000

Analysis by activities under present and previous activity structure

Present and previous activity [1]	Amount available, 1961	Appropriation, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Inspections, investigations, and rescue work	$5,871,763	$5,971,000	$6,253,000	+$282,000
(Inspections, investigations, and rescue work)	(5,871,763)	(5,971,000)	(6,253,000)	(+282,000)
2. Control of fires in coal deposits	514,463	377,000	377,000	
(Control of fires in coal deposits)	(514,463)	(377,000)	(377,000)	
3. Health and safety research	[2] 1,143,514	[3] 1,164,000	1,528,000	+364,000
(Inspections, investigations, and rescue work)	(1,143,514)	(1,164,000)	(1,528,000)	(+364,000)
Total:				
Present	7,529,740	7,512,000	8,158,000	+646,000
(Previous)	(7,529,740)	(7,512,000)	(8,158,000)	(+646,000)

[1] Previous activities in parentheses.
[2] Includes $266,000 transferred from conservation and development of mineral resources.
[3] Includes $267,000 transferred from conservation and development of mineral resources.

1. Inspections, investigations, and rescue work

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Inspections, investigations, and rescue work	$5,871,763	$5,971,000	$6,253,000	+$282,000

Inspections, investigations, and rescue work

The estimate for this activity for fiscal year 1963 is $6,253,000, an increase of $282,000 over fiscal year 1962. The increase includes $200,000 to initiate a new program involving an appraisal of health and safety conditions in noncoal mines in accordance with the recently enacted Public Law 87–300; and $82,000 for within-grade salary advances.

Need for increases

1. *Study of causes and prevention of injuries and health hazards in metal and nonmetallic mines; and investigations of State laws, including enforcement, and inspection of such mines, new program, $200,000.*—This is a new program the need for which is indicated by enactment of Public Law 87–300, authorizing the Secretary of the Interior to conduct the study. Numerous bills had been introduced in the 87th and previous Congresses relating to health and safety conditions in metal and nonmetal mines (excluding coal and lignite mines), some of which proposed mandatory Federal inspection of such mines. The modest request for $200,000 is to enable the Bureau to carry out the mandate of Public Law 87–300.

Studies are needed to evaluate all the factors pertinent or related to existing health and safety conditions in metal and nonmetal mines, so that if future legislation pertaining to inspection of such mines is contemplated, it may be founded on a sound and practicable basis capable of producing an effective program for health and safety in this segment of the mining industry.

The studies would be directed to obtaining information on the scope of coverage necessary; hazards to health and safety that are of prime importance for consideration; tangible benefits derived from health and safety education and training; most effective means of collecting injury statistics; most effective means for attaining the ultimate objective of promoting safe and healthful working conditions in metal and nonmetal mines; analysis and evaluation of health and safety conditions now existing in such mines through the efforts of industry and through the provisions of State or other laws or regulations; and a realistic appraisal of staff required and cost of establishing an effective health and safety program for metal and nonmetal mines.

This program will be carried out under the immediate supervision of the health and safety activity of the Bureau of Mines, and will extend to all parts of the country to provide broad, representative, industry coverage to obtain the necessary information upon which to base valid appraisal.

Additions to the present staff will be needed to conduct field investigations of pertinent conditions in mines; analyze statistical data and study means for collecting such data; determine the need for extending health and safety education and training programs; and review and analyze State or other laws and regulations to determine the scope of coverage and results obtained under such regulatory authorities.

2. *Within-grade salary advances—increase, $82,000.*—This increase is needed to cover costs of within-grade salary advances for classified personnel.

Plan of work

Appropriated funds will be expended mainly in the field coincident with inspections, field investigations, and educational aspects of the Bureau's health and safety activities. The primary objectives of these activities are to prevent industrial accidents, injuries, and occupational diseases of mineral-industry workmen and by so doing protect the lives and health of workmen in the mineral (coal and noncoal), metallurgical, petroleum, natural gas, and allied industries. This is accomplished through mine inspections; safety investigations; accident-prevention education; roof-control, ventilation, and working environment investigations in mines.

Coal-mine inspections and investigations are carried on in compliance with the requirements of the Federal Coal Mine Safety Act (Public Law 552, 82d Cong.). The administration and enforcement of this law was delegated by the Congress to the Bureau of Mines.

Established methods for disseminating accident-prevention education in the mineral industries (coal and noncoal) for workmen and supervisors will be continued by classroom and on-the-job instruction, demonstrations, films and other visual aids, and instruction in first-aid and mine-rescue procedures. New techniques in teaching accident-prevention to stimulate "company-sponsored" training have been instituted to broaden the base of accident-prevention educational training.

Service to the mining industry through improved ventilation, dust-control, and roof-control techniques is a continuing activity germane to the general overall objective of preventing loss of life and impairment of health of workmen, particularly those engaged in underground mining operations.

2. Control of fires in coal deposits

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Control of fires in coal deposits	$514,463	$377,000	$377,000	

Control of fires in coal deposit

The estimate of $377,000 is the same as for 1962.

Plan of work.—Funds for this activity will be spent almost entirely in the field to control or extinguish fires in inactive coal beds on private property and on the public domain. The purpose is twofold: (1) To prevent destruction by fire of valuable resources, and (2) to protect the lives and health of persons living or working in proximity to such fires. Three fires are scheduled for control during the fiscal year 1962, together with six uncompleted projects carried over from fiscal year 1961. The Bureau has records of 217 other fires in inactive coal deposits on private property and the public domain. These will be attacked in order of urgency and availability of funds.

3. Health and safety research

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Health and safety research	$1,143,514	$1,164,000	$1,528,000	+$364,000

Health and safety research

The estimate for the fiscal year 1963 is $1,528,000 and is an increase of $364,000 over funds available during the fiscal year 1962. This increase includes $169,000 to expand research on the testing of respiratory-protective equipment, extending coverage to hazardous industrial areas not presently covered; $175,000 to expand diesel research and testing facilities to keep abreast of modern mining and tunneling requirements; and $20,000 for within-grade salary advances.

Need for increases

1. *Research on and testing of respiratory-protective equipment; increase, $169,000.*—The Bureau of Mines has been concerned with the design, use, and performance of respiratory-protective equipment since before World War I. The Bureau has developed performance standards by which commercially produced respiratory-protective equipment may be considered for approval. These standards (schedules) were developed to comply with requests of industrial users of such equipment and of manufacturers of safety equipment who desire to supply industry with efficient respiratory-protective devices. Under appropriate schedules the Bureau of Mines now approves self-contained breathing apparatus for mine rescue work; industrial gas masks; supplied-air respirators; dust, fume, and mist respirators; and chemical-cartridge respirators. Although respiratory-protective equipment is submitted voluntarily to the Bureau for testing and approval by manufacturers, many industries, insurance companies, and Federal and State agencies require that only Bureau of Mines-approved equipment be used in work with which they are concerned. The Bureau's approval system has done much to stimulate the development of safe, efficient, respiratory-protective equipment.

Although the Bureau's present approval coverage is adequate for respirators suitable in most industrial situations, certain developments in present-day technology have brought forth new and highly toxic materials that greatly complicate the problems of respiratory protection. Use of such materials has created a demand for respirators with performance characteristics not presently covered by Bureau approval requirements. Examples of these are radioactive materials, beryllium, organic phosphates and other agricultural chemicals, and some of the exotic fuels used in missile propulsion.

Research is necessary to develop performance criteria for respirators that will provide adequate protection against such substances. To do so requires expansion of the Bureau's approval program for respiratory-protective equipment through research to provide the broader coverage necessary to meet new technologic problems. The Bureau presently is being urged to extend its coverage by several agencies, including the Atomic Energy Commission, contractors on various projects of the AEC, the American Industrial Hygiene Association, the American Conference of Governmental Industrial Hygienists, and respirator manufacturers represented through the Industrial Safety Equipment Association.

Over the years the Bureau of Mines has been sought for guidance and leadership when new problems arise in the field of respiratory protection, but if restricted to its present limitations other agencies—Federal and State—may be forced to evaluate respirators not now covered by the Bureau's approval system. Such a multiplicity of approval agencies creates a highly undesirable situation, especially among manufacturers and users of respiratory-protective equipment and regulatory agencies. Inevitably such a situation will develop if the Bureau of Mines fails to expand its research and testing facilities to meet the requirements of present-day technology.

Separate staffs are required—one for research and the other for approval testing—and the Bureau's facilities extended to enable proper evaluation of performance of any type, design, or style of respiratory-protective equipment that is developed by manufacturers for industrial use.

2. *Diesel research and testing; increase, $175,000.*—A recent survey of diesel-powered equipment operated in underground mines and tunnels disclosed a total of approximately 2,500 units. Virtually all of this equipment is powered by diesel engines which have not been tested or approved as safe equipment for use in confined underground areas. The use of diesel-powered equipment underground has increased marketedly in recent years, yet much of it is potentially hazardous to the health of workmen who operate it or work in proximity to it, especially where the exhaust gases are carried to the breathing zones of the workmen. If in high enough concentration, such gases are dangerous to inhale. The most dangerous are carbon monoxide and oxides of nitrogen.

On January 24, 1961, regulations, covering the testing and approval of diesel-powered transportation equipment for gassy noncoal mines and tunnels, were published in the Federal Register and became effective on that day. Submission of such equipment for testing and approval by manufacturers is voluntary. The Bureau of Mines would be hard pressed to test diesel-powered equipment if it should be submitted in any large volume.

The Bureau's diesel research and testing facilities were established several years ago, mainly as a pilot-scale laboratory. Recent efforts have been made to enlarge the scope of work, but it has been handicapped by lack of personnel, adequate space, and necessary equipment for the Bureau to fulfill its obligations in this important area.

Both manufacturers and users of disel-powered equipment are urging the Bureau to extend its facilities for testing and engage in diesel reseach to provide needed information on the toxicity of diesel-exhaust gases, establish safe working tolerances, develop procedures for field-testing equipment, and provide prompt service for testing leading to approval for underground use.

A diesel engine used underground not only may be a health hazard to workmen, but also can be a fire hazard by developing excessive heated parts, especially dangerous in atmospheres that contain flammable gas. Therefore, safeguards against the fire hazard must be developed.

3. *Within-grade salary advances; increase, $20,000.*—The increase is needed to cover costs of within-grade salary advances for classified personnel.

Plan of work

Appropriated funds will be expended mainly in Bureau laboratories and its two experimental mines. Research will be directed toward improving electrical and diesel equipment for underground work; methods and equipment to counteract health hazards of the mineral industries; establishing more scientific bases for roof control, including prevention of "bumps" or rock bursts; improving mine ventilation generally, and aiding the mining industry in solving difficult ventilation problems; and preventing dust explosions and mine fires by applying new concepts on dust binding, rock dusting, and controlling float-dust transport.

Test work will be countinued, involving both improvements in equipment that previously had been approved by the Bureau as well as new equipment. Increasing demand for the testing and approval of underground electric- and diesel-powered equipment, lighting and shot-firing devices, gas detectors, drill-dust collectors, respirators, and self-contained breathing devices, calls for greater productive effort of Bureau personnel so engaged to provide this important service that the mineral industries depend upon for unbiased evaluation of the safety of such equipment.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$7,529,740	$7,512,000	$8,158,000	+$646,000
Comparative transfer from "Conservation and Development of Mineral Resources"	−266,000	−267,000		+267,000
Unobligated balance brought forward	−250,000	−47,000		+47,000
Unobligated balance carried forward	47,000			
Unobligated balance	46,260			
Appropriation	7,107,000	7,198,000	8,158,000	+960,000
Obligations by objects:				
11 Personnel compensation	5,670,923	5,753,000	6,062,000	+309,000
12 Personnel benefits	427,093	434,000	456,000	+22,000
21 Travel and transportation of persons	292,173	299,000	323,000	+24,000
22 Transportation of things	25,552	27,000	37,000	+10,000
23 Rent, communications, and utilities	86,103	85,000	88,000	+3,000
24 Printing and reproduction	40,559	39,000	56,000	+17,000
25 Other services	486,319	355,000	445,000	+90,000
26 Supplies and materials	301,664	307,000	395,000	+88,000
31 Equipment	199,354	213,000	296,000	+83,000
Total obligations	7,529,740	7,512,000	8,158,000	+646,000

CONSTRUCTION PROGRAM

Chairman HAYDEN. For construction during fiscal year 1963 the budget request is $1 million, $165,000 more than was appropriated for fiscal year 1962.

The justification for this request will be printed in the record.

(The justification follows:)

BUREAU OF MINES

Construction

Appropriated 1962	$835,000
Unobligated balance from prior years	703,120
Total available for obligation	1,538,120
Decreases:	
Construction of Bartlesville facility	302,853
Equipment of Bartlesville facility	700,000
Construction of helium facilities	376,125
Research facility planning	135,000
Other laboratory facilities	24,142
Subtotal	1,538,120
Increase: Research facility planning	1,000,000
Budget estimate 1963	1,000,000

Analysis by activities

Activity	Amount available, 1962	Fiscal year 1963			Total available 1963, compared to total available 1962
		Unobligated balance from prior years	Budget estimate	Estimated total available	
1. Laboratory facilities	$1,161,995		$1,000,000	$1,000,000	−$161,995
2. Helium facilities	376,125				−376,125
Total	1,538,120		1,000,000	1,000,000	−538,120

1. Laboratory facilities, $1 million

The construction program for 1963 under this heading totals $1 million. This amount will provide for the design and preparation of detailed engineering plans and specifications in connection with the relocation of fuels and health and safety research functions from Pittsburgh, Pa., to Bruceton, Pa., and the proposed construction of a new materials research center on a Government-owned site at Frederick, Md. Funds appropriated in 1962 enabled the Bureau to contract with the General Services Administration for cost estimate studies at both sites. These studies have been completed and the Bureau proposes to enter into the final planning stages prior to submitting the actual construction estimates to the Congress. The funds appropriated in 1962 also have enabled the Bureau to enter into a contract with the National Academy of Sciences for the development of a conceptual plan that will best accommodate the Bureau's future metallurgical research functions.

Bruceton, Pa.—The first station established by the Bureau of Mines after enactment of the organic act was at Pittsburgh. In 1911 a new building was constructed at Forbes Avenue to house the programs of the Bureau being conducted at that time. In 1917 an experimental coal mine and explosives testing station were established 13 miles from Pittsburgh in order to conduct this work in a neighborhood with conditions suitable for this kind of research. Since that time, many additions and modifications have been made to these buildings as major changes have occurred in the Bureau's program. The present facilities at Forbes Avenue are no longer satisfactory for the conduct of modern research investigations. These buildings are now considered to be obsolete and inadequate

for the needs of our present research activities. The Bureau of Mines feels that relocation in a new, functionally designed building would be advantageous to carry out the major important programs on coal and health and safety research.

A new series of buildings located at Bruceton where the Bureau already owns considerable acreage would consolidate the activities now conducted in several locations and would substantially improve operational efficiency. Moreover, appreciable savings could be anticipated in overhead maintenance costs because of the age of the presently used buildings and the need for continuous remodeling and remodifications to make them partially suitable for present day research equipment and operations.

The new buildings would serve to house the important coal research programs now being carried out by the Bureau and for which Congress and the President have indicated a need for expansion and intensification of effort. The present depressed conditions in the coal mining areas cannot be expected to improve until, through modern research and development and related actions, new and larger tonnage uses for coal can be developed. Research aimed at this objective must be conducted vigorously and with equipment and facilities especially designed for these important programs. Large and expanded programs on all phases of coal research will be undertaken with emphasis on improved and more economic preparation and on the development of new uses for coal. Methods of improving safety in the manufacture, handling, and use of explosives and fire prevention for all nonmilitary activities will also be studied.

The Bureau's health and safety activities cover a broad spectrum of technical endeavor, including such diverse functions as inspections of coal, metal, and other types of mines; development and dissemination of safety educational programs; control of fires in inactive coal deposits; approval testing of many types of equipment; and research in a variety of technical fields to support and augment these functions. At present these operations, or significant portions of them, are situated in different parts of the Bureau of Mines buildings at Pittsburgh, and Bruceton, Pa.

The Bureau of Mines, since its establishment in 1910, has been recognized as the leader in technical endeavors directed toward the promotion of health and safety in the mining and allied industries. To maintain this position, the Bureau's activities and facilities must keep pace with the rapid advance of modern technology. The scattered, and in some instances outmoded, facilities of the health and safety activity at Pittsburgh and Bruceton mitigate strongly against the maintenance of the Bureau's stature which has been achieved by past performance. The proposed buildings to be constructed on Government-owned land at Bruceton will accommodate the present-day needs of this activity for efficient and coordinated operation, and will provide for some future expansion.

Frederick, Md.—In the whole materials area the single most inhibiting factor in the development and use of metals and alloys is the inadequacy of known analytical methods and analytical devices.

Trace analysis: The measurement of a few unwanted atoms in an otherwise pure solid—is the most critical area in the entire spectrum of materials research. Although methods have been developed to allow routine analyses of impurities in quantities of only parts per million, the requirements of new electronic and metallurgical applications demanding ultrahigh purity materials have multiplied sensitivity requirements to mere parts per billion. Products now can be obtained in such pure form that they often surpass the limits of current analytical techniques.

Without constant honing of the sensitivity and accuracy of established analytical techniques and continued development of new methods we cannot keep pace with the demands imposed by the Nation's scientific and defense materials program. The Bureau of Mines proposes to accent its endeavors in this vital area. An integrated five-point program will be initiated, including improvement of preconcentration methods, utilization of radioactive tracer and activation analysis techniques, application of new scientific analytical instruments such as the recently developed atomic absorption spectrometer and solid-analysis mass spectrometer, development of improved measurement instruments, and fundamental investigation of new concepts of impurity detection.

The Bureau of Mines proposes the establishment of a new center where talents and efforts can be concentrated upon this critical problem and to which research scientists in the Government, private research institutions, and industry can look for solution of analytical problems.

Itemization of estimate

	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:			
Total obligations	$1,538,120	$1,000,000	−$538,120
Unobligated balance brought forward	−703,120		+703,120
Appropriation	835,000	1,000,000	+165,000
BUREAU OF MINES			
Obligations by objects:			
11 Personnel compensation: Permanent positions	26,000		−26,000
12 Personnel benefits	2,000		−2,000
21 Travel and transportation of persons	6,000		−6,000
25 Other services	149,267		−149,267
26 Supplies and materials	6,000		−6,000
31 Equipment	705,000		−705,000
32 Lands and structures	341,000		−341,000
Total, Bureau of Mines	1,235,267		−1,235,267
ALLOCATION TO GENERAL SERVICES ADMINISTRATION			
21 Travel and transportation of persons	1,000		−1,000
24 Printing and reproduction	1,667		−1,667
25 Other services	32,075	1,000,000	+967,925
32 Lands and structures	268,111		−268,111
Total, General Services Administration	302,853	1,000,000	+697,147
Total obligations	1,538,120	1,000,000	−538,120

GENERAL ADMINISTRATIVE EXPENSES

Chairman HAYDEN. There will be included in the record your 1963 estimate of $1,333,000 for "General administrative expenses." This is $43,000 more than was appropriated in 1962. Also there will be placed in the record the narrative explanation of administrative provisions requested in connection with the Bureau of Mines budget for the coming fiscal year.

(The information referred to follows:)

General administrative expenses

Appropriation, 1961	$1,290,000
Appropriation, 1962	1,290,000

SUMMARY OF INCREASES, 1963

To expand internal auditing program	+13,000
To provide for within-grade salary increases	+15,000
For purchase and rental of accounting equipment	+15,000
Net change, 1963	+43,000
Budget estimate, 1963	1,333,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
General administrative expenses	$1,286,636	$1,290,000	$1,333,000	+$43,000
Unobligated balance	3,364			
Total	1,290,000	1,290,000	1,333,000	+43,000

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
General administrative expenses	$1,286,636	$1,290,000	$1,333,000	+$43,000

General administrative expenses

The estimate for this activity for fiscal year 1963 is $1,333,000, an increase of $43,000 over the amount appropriated for 1962. The increase includes $13,000 to cover costs of an increase in audit staff, $15,000 to cover costs of within-grade salary advances, and $15,000 for automatic data processing equipment.

Need for increase.—The increase of $13,000 requested is to cover the salary and expenses of one auditor and one clerk-typist. The Bureau's internal auditing program is a statutory requirement (64 Stat. 836; 31 U.S.C. 66a). Since fiscal year 1954, the Bureau's audit staff has been composed of one auditor only. During this period the Bureau's functions have increased substantially; in fact, the helium activity alone has increased more than fourfold, exclusive of the huge construction and conservation program. Also, the requisite standards of the internal auditing program cannot be adequately met unless the auditing staff is increased.

The increase of $15,000 is requested to cover within-grade salary advancements. Most employees receive a within-grade salary advancement each year. The higher grade positions are spaced every 18 months. With a very low position turnover, the constantly increasing costs due to this one factor, alone, cannot be met without additional appropriations.

The sum of $15,000 is requested for the purchase and rental of new accounting equipment with which to do the accounting work of the Washington office. It is proposed to use equipment of the Accident Analysis Branch for report preparation. The amount recommended would permit the purchase of two bookkeeping card punching machines and rental of card sorters with which to sort and arrange the cards preparatory to printing reports.

Plan of work.—This appropriation provides for the expenses of the immediate Office of the Director, Deputy Director, and the Division of Administration in the Washington office, except for certain services performed for field activities of the Health and Safety and Anthracite Coal Divisions. The five regional offices of the Bureau also are financed from this fund to the extent necessary to cover the salaries and expenses of the regional director and his key administrative staff. All other expenses generally classified as administrative, required to carry on the activities of the technical research staffs, will be charged to program funds. For this purpose, the services involved in the work of the Bureau in the fields of finance, personnel, procurement, and property management will be considered administrative.

The Office of the Director provides executive direction in conducting programs designed to promote the conservation and development of mineral resources, to promote safety and healthful working conditions in the mineral industries, and to disseminate information concerning these subjects in such a manner as will best carry out the purposes of the Bureau's organic law.

Regional directors in five decentralized offices are direct representatives of the Director in their respective regions and are responsible to him for mineral resources programs, personnel, property, and control of funds allotted to the regions.

The Division of Administration provides advisory staff assistance to the Director and is responsible for administrative management within the Bureau. Services are provided in finance, personnel, property management and control, records management, distribution of publications, and employee health and safety programs.

The Bureau's proposed 1963 admiistrative program totals $2,948,000 of which $1,333,000 is requested under the general administrative expenses appropriation. Following is a comparison of the program (obligations):

	1961	1962	1963
General administrative program	$2,837,302	$2,890,000	$2,948,000
Share of participating program activities	1,550,666	1,600,000	1,615,000
General administrative expenses appropriation	1,286,636	1,290,000	1,333,000

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$1,286,636	$1,290,000	$1,333,000	+$43,000
Unobligated balance	3,364			
Appropriation	1,290,000	1,290,000	1,333,000	+43,000
Obligations by objects:				
11 Personnel compensation	1,072,537	1,081,000	1,104,000	+23,000
12 Personnel benefits	80,912	80,000	82,000	+2,000
21 Travel and transportation of persons	45,878	46,000	47,000	+1,000
22 Transportation of things	2,194	2,000	2,000	
23 Rent, communications, and utilities	20,832	20,000	19,000	−1,000
24 Printing and reproduction	19,464	19,000	20,000	+1,000
25 Other services	14,753	16,000	16,000	
26 Supplies and materials	14,309	13,000	15,000	+2,000
31 Equipment	15,757	13,000	28,000	+15,000
Total obligations	1,286,636	1,290,000	1,333,000	+43,000

EXPLANATION OF ADMINISTRATIVE PROVISIONS

Purchase of passenger motor vehicles.—The Bureau of Mines requests authority to replace 67 passenger motor vehicles. The vehicles requested for replacement represent about 16 percent of the Bureau's fleet of passenger motor vehicles and all meet the Bureau of the Budget standards for replacement on the basis of age or mileage. The replacement of these vehicles is necessary in the interest of economy and efficiency since most of the Bureau's vehicles are subject to use under adverse conditions due to poor roads in mountainous areas and under all types of weather conditions in the various field areas.

Transportation of students.—Due to the remoteness of the Bureau's helium plants and some of the synthetic liquid fuels installations, it is necessary to furnish the children of employees with transportation to areas where adequate school facilities are available.

Contributions.—Various industrial organizations have expressed interest in many phases of the Bureau's activities and are at times willing to contribute funds, experienced personnel, special equipment, etc., toward accomplishing certain objectives useful to industrial purposes. The Bureau endeavors to cooperate with industry wherever possible and authorization to accept such contributions is a distinct aid in furthering such cooperation.

Deletion of proviso.—It is proposed to delete the proviso relating to the transfer to the Bureau of funds available to the Army, Navy, and Air Force for the acquisition of helium, and the deposit of such funds and other funds from helium sales to the helium production fund, since it is no longer necessary in view of the provisions of the Helium Act Amendments of 1960.

Section 6(a) of that act reads: "The Department of Defense, the Atomic Energy Commission, and other agencies of the Federal Government, to the extent that supplies are readily available, shall purchase all major requirements of helium from the Secretary."

Section 6(f) of that act reads: "All moneys received under this Act, including moneys from sale of helium or other products resulting from helium operations and from the sale of excess property shall be credited to the helium production fund * * * for carrying out the provisions of this Act * * *."

Sale of metals and mineral products.—In some of the metallurgical pilot plants of the Bureau quantities of special metals may be manufactured which might be of value to industrial concerns. Funds received from the sale of such products would be covered into miscellaneous receipts.

DEVELOPMENT AND OPERATION OF HELIUM PROPERTIES

Chairman HAYDEN. Have you any comment on that?

Mr. ZINNER. No comment on that.

Chairman HAYDEN. The statement submitted in connection with the "Development and operation of helium properties" will be placed in the record. A $20 million borrowing authority is requested for fiscal year 1963; and a supplemental appropriation request for fiscal year 1962 is being submitted, asking that the limitation on payments required under contracts for acquisiton of helium be increased from $47,500,000 to $65 million.

(The information referred to follows:)

This fund is used for production, conservation, purchase, and sale of helium; experimentation and research to discover helium supplies and to improve processes and methods of helium production, purification, transportation, liquefaction, storage, and utilization; and development of helium properties and reserves. Production is primarily for the Department of Defense, Atomic Energy Commission, and National Aeronautics and Space Administration, which reimburse the fund for products received. Other Federal agencies and non-Federal consumers also buy helium for medical, scientific, and commercial uses.

The Helium Act amendments, Public Law 86-777, provide for the conservation of helium now going to fuel markets as a noncombustible component of some natural gases from the southwestern part of the United States. To accomplish the conservation program; up to 12 new helium plants will be needed. Private industry has indicated a willingness to finance, construct, and operate these plants, and to sell helium to the Government under long-term contracts. Contracts have been negotiated with four private companies, and negotiation of contracts with other companies will follow. The first plants will be in operation in fiscal year 1963.

Payments required under contracts for acquisition of helium presently are limited to $47.5 million in any one fiscal year. A supplemental appropriation request for fiscal year 1962 will be submitted asking that this limitation be raised to $65 million. A $20 million borrowing authority is requested for fiscal year 1963.

The helium activity will continue to operate and maintain Government-owned helium production plants at Amarillo, Tex.; Exell, Tex.; Keyes, Okla.; Otis, Kans.; and Shiprock, N. Mex. The Amarillo and Otis plants will be modified to increase purification capacity to enable purification of helium purchased from private industry.

A Government-owned and operated pipeline system will be constructed to transport helium from industry's plants to underground storage near Amarillo, Tex. Storage rights and additional surface, oil, and mineral rights pertaining to the underground storage reservoir will be acquired as needed to protect the Government's interest.

The Bureau plans to construct a new administration building at Amarillo, Tex., to provide consolidated office space for the operational headquarters now housed in dispersed and inadequate rented space.

Additional containers will be provided to meet helium shipping requirements. The helium tank-car fleet will be increased from 188 to 246, and an initial purchase of five helium semitrailers will be made.

A helium research center has been established to enlarge the scope of research into the fundamental properties of helium and helium-bearing gas mixtures to supplement the common store of technical literature and knowledge.

Current research concepts and developments will be applied to improvement of helium production, purification, transportation, liquefaction, storage, and utilization. New instrumentation and methods of analysis will be developed for adoption to helium extraction and purification processes.

The search for new sources of helium will continue so that the helium resources of the United States will be known. The policy of meeting current helium demands insofar as possible by processing privately owned fuel gas and saving Government-controlled reserves will be continued.

The program will be financed principally by income received from sales of helium and by borrowings from the Treasury in accordance with section 12(a) of the Helium Act Amendments of 1960. Other fund sources include sale of byproducts of helium operations not needed for Government use, grazing leases, tank-car and cylinder rentals, and balance in the helium production fund.

The total Government investment at the end of fiscal year 1963 is estimated at $81,986,000, an increase of $40,675,000 over fiscal year 1961. The increase mainly is due to an initial borrowing from the Treasury in fiscal year 1963, estimated at $20 million, and an increase in retained earnings, estimated at $24,350,000 which will accrue during fiscal years 1962 and 1963 primarily as a result of the establishment of a new sales price structure.

Development and operation of helium properties

Estimated income, 1962	$19, 806, 000
Estimated income, 1963	26, 797, 000

The following table indicates the results of operations for 1961 and the estimates for 1962 and 1963:

Operating income and expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963
Income:			
Sale of helium to Government agencies	$6, 141, 778	$13, 255, 000	$17, 770 000
Sale of helium to non-Federal consumers	2, 399, 852	4, 452, 000	6, 240, 000
Other income	1, 127, 356	2, 099, 000	2, 787, 000
Total income	9, 668, 986	19, 806, 000	26, 797, 000
Expenses:			
Manufacturing costs	6, 237, 572	7, 004, 000	8, 534, 000
Interest on Government investment	526, 649	1, 600, 000	2, 228, 000
Other expenses	1, 132, 228	1, 326, 000	1, 561, 000
Total expenses	7, 896, 449	9, 930, 000	12, 323, 000
Net operating income	1, 772, 537	9, 876, 000	14, 474, 000

NOTE.—Revenue for 1962 and 1963 is based on a sale price sufficient to cover costs of production and to provide for future repayment of Government investment, including accrued interest.

HELIUM PROGRAM

Chairman HAYDEN. Any comment on that?

Mr. ANKENY. Mr. Chairman, I have with me Henry Wheeler, who is Assistant Director for the helium program. If you wish he may make a statement or answer any questions.

Mr. WHEELER. We are pleased to be here today to advise the committee on the implementing of an effective program.

We negotiated contracts to fully utilize the funds that were made available by the Congress, within 3 months after the appropriation bill became law. We think we obtained very favorable prices in these contracts and over the life of the contracts we will acquire about 62 billion cubic feet of helium that will be extracted from natural gas going to markets and the helium would be lost if it were not so extracted.

With regard to the $65 million, an increase of $17,500,000, that is in the supplemental appropriation, I would like to say only that this is an increase over the figure that we advised you previously we would need of $60 million. We would not expect to expend any more money

under the $65 million program than we would under the program we described to you previously. The reason for this is the matter of contract authority. We have used some of that authority to provide flexibility in the contracts to accommodate future increases in price that would come about because of inflation and the contracting authority would not be used unless these inflationary costs do occur.

We would expect to buy more helium than we thought we could buy under the program that we described to you previously but it would not cost us any more money.

OPERATION OF HELIUM PLANT

Chairman HAYDEN. The first helium plant will go into production this year. Who operates it?

Mr. WHEELER. The first of these private plants will go into operation about the 1st of July of this year. It will be constructed and operated by the Helex Co., which is an affiliate of the Northern Natural Gas Co. It will be located at Bushton, Kans.

Chairman HAYDEN. Will you supply for the record the names of the companies with which you have contracts now and with which you expect to contract during the coming year, the volume of helium to be produced by each and the amount of each contract?

Mr. WHEELER. Senator, we can give you a list of the ones we have made contracts with and a list of the companies we are considering in connection with the future, but I cannot tell you which, of these companies we are considering, we will actually do business with.

(The information referred to follows:)

List of contracts for purchase of helium for conservation

Company (parent companies in parentheses)	Plant location	Date of contract	Initial unit price (for 1,000 cubic feet)	Maximum annual obligation	Estimated helium volume (million cubic feet)	
					Annual average	Life of contract
				Million		
Helex Co. (Northern Natural Gas Co.).	Bushton, Kans.	Aug. 15, 1961	$11.24	$9.5	675	13,500
Cities Service Helex, Inc. (Cities Service Co.).	Ulysses, Kans.	Aug. 22, 1961	11.78	9.1	610	12,200
National Helium Corp. (Panhandle Eastern Pipe Line Co. and National Distillers & Chemical Corp.).	Liberal, Kans.	Oct. 13, 1961	11.78	15.2	1,053	21,060
Phillips Petroleum Co.	Dumas, Tex., and Sherman County, Tex.[1]	Nov. 13, 1961	10.30	13.7	788	15,766
Weighted average			11.29			
Total				47.5	3,126	62,526

[1] 2 plants.

Proposals to participate in the helium conservation program have been received from the following additional companies:

Amarillo Oil Co., Post Office Box 151, Amarillo, Tex.

Brack Oil Co. of Colorado, Inc., Post Office Box 575, Fort Collins, Colo.

Consolidated Gas & Equipment Co. of America, 612 Vaughn Building, Amarillo, Tex.

Hamilton Bros., Inc., 1517 Denver Club Building, Denver, Colo.

Helco, 1002 Midland National Bank Building, Midland, Tex.

Heli-Chem Products, Inc., 10 Forrestal Road, Franklin Park, N.J.
Helium, Inc., 270 Park Avenue, New York, N.Y.
The Helium Corp., Post Office Box 1087, Colorado Springs, Colo.
San Jacinto Petroleum Corp., 630 Fifth Avenue, New York, N.Y.
The Shamrock Oil & Gas Corp., Post Office Box 631, Amarillo, Tex.
Sinclair Oil & Gas Co., Post Office Box 521, Tulsa, Okla.

HELIUM RESEARCH CENTER

Chairman HAYDEN. Well, I want it as far as you can go. That is all the information I would like to have. I note that a helium research center has been established. Where is it and what is the function and what is the cost of operating it?

Mr. WHEELER. We established a helium research center at Amarillo, Tex., which is an expansion of a relatively small research operation we have carried on there for some time. This is a part of our overall program. The purpose of this center is to learn more about the helium that we are conserving. We think the research program is part of the conservation program and if we spend all of this money to save it, we ought to know more about the properties of the material we are saving so it can be used more wisely and more effectively.

HELIUM RESEARCH EXPENDITURES

In 1963 the estimate of the expenditures for helium research amounts to $437,000. This includes depreciation and amortization of the facilities we have for research and interest on that investment that we are required to calculate under the account.

Chairman HAYDEN. In an audit report the Comptroller General has indicated that you do not have sufficient legal right in the Cliffside gasfield to store helium. He also quotes the departmental solicitor to the effect that the Government has no title at all to these lands. In a previous appearance before this committee you stated that the helium was to be stored in your own property. What is this situation? How did it come about? And what do you propose to do about it?

STORAGE RIGHTS

Mr. WHEELER. Well, we own all of the gas rights in the Cliffside gasfield. We have owned these rights for a long time. This is the right to produce gas from this structure. Normally, this is all of the right you would need to operate a gasfield for the production of a gas. Now we recognized that we might not own the right to store it when it is brought in from some external source, and we finally came to the conclusion we do not have the right to store helium in the Cliffside field.

This has not been a matter of concern to us, however, because we are confident we can acquire those rights by negotiation, which would be our first effort and failing that we have the right of eminent domain in the Act, which would assure us we can acquire the rights for the Cliffside field. We are right now in the process of engaging the services of a qualified consultant to appraise the value of these rights and we will, this year, approach the owners of the rights in an effort to negotiate with them to acquire the rights by negotiation and failing this, we will use our appraisal report as a basis for acquiring the

rights through eminent domain. We know we can acquire the rights to Cliffside field.

Chairman HAYDEN. Well, how did this mistake occur? That is, what was the reason?

Mr. WHEELER. I don't think it was a mistake.

Chairman HAYDEN. Well, a misunderstanding.

CAUSES OF CONTROVERSY

Mr. WHEELER. Well, it was never contemplated when we acquired the rights in Cliffside field, that we would ever store helium in the field, but to produce from the field and take the helium out of the gas that was in that field. Those were the rights we obtained.

Now we want to do something more. We not only want to produce the gas from the field but bring helium from some other source and store it in the reservoir. This is the situation that is encountered every day in the natural-gas industry where natural gas is stored underground to level off consumption and demand from summer to winter. It is similar to what the Washington Gas Light people are trying to do over on the Eastern Shore of Maryland. They would like to develop an area in which they could store gas during the summertime which would be available to them to meet peakloads for gas in the wintertime. Where this has occurred in the natural-gas fields, and most of them are depleted gasfields, they generally also have to go back, even though they own the gas rights initially, and pay the landowner something for the use of his hole in the ground as a safe deposit box.

We recognized this possibility, but, as I say, we did not hesitate because we know that we can acquire these rights.

Chairman HAYDEN. Well, they are not necessarily going to be at a tremendous cost?

Mr. WHEELER. Just as an order of magnitude, I would not want to prejudge the appraisal, but in the order of magnitude there would be maybe $1 million involved.

Chairman HAYDEN. Any further questions?

ASSURANCE AGAINST OVERLAPPING FUNCTIONS

Senator BYRD. I would like to ask a question, if I may. I will be very brief.

Mr. Ankeny, I remember with pleasure your trip to West Virginia last year. You and I accompanied the Secretary of the Department of Interior to one or two of the coal mines here and I want to compliment you on a good statement this morning.

I would like to ask one or two questions. Do the Bureau of Mines and the Office of Coal Research coordinate their work so as to insure against duplication and overlapping?

Mr. ANKENY. Senator, as was said this morning, we do have a cooperative agreement with the Office of Coal Research in which it is provided that the Bureau will review budget proposals to make sure there is no duplication. I have to confess that up to this moment we have not reviewed any projects, save one. There was a proposal on an economic study which was submitted to our Office of Economics and was reviewed.

Senator BYRD. I am sure the taxpayers do not want any duplication of effort between the two Offices. Now what is wrong when you say there has been only one instance of a review?

Mr. ANKENY. All I can say in response to that is that the Bureau stands ready to review any proposals that are submitted to it by the Office of Coal Research.

COAL RESEARCH PROJECTS

Senator BYRD. Are you familiar with the projects that were referred to by Mr. Lamb a little earlier?

Mr. ANKENY. Only by name. We have not reviewed the projects.

Senator BYRD. In your opinion, as far as you know, on the basis of information you have concerning those projects, do you think there will be duplication of effort between the two agencies?

Mr. ANKENY. From what I know I don't think there will be, although it can't be a definitive statement because I don't know enough about the details of the projects they were discussing this morning.

Senator BYRD. Do you know of any duplication of effort between the two agencies thus far?

Mr. ANKENY. No, sir. I feel that I could assure you that up to now, there have been no projects that would constitute a duplication of effort.

Senator BYRD. Thank you, Mr. Chairman.

STATUS OF OIL SHALE RESEARCH IN LARAMIE

Senator MCGEE. Mr. Chairman, I have a couple of small questions to raise and it is only for information. I am sorry to be so late getting in but it is the old story of being six other places. We had some land grant colleges testifying on the agriculture bill and I had a constituent that went there and you know what that means.

Going back to the earlier stages of the hearing on the appropriations available for oil shale research which I note on page 29, what was the status of oil shale activity in Laramie last year?

Mr. ANKENY. The oil shale work at Laramie was rated at between $500,000 and $600,000 a year. It has been continuing. I must say that the work being done at Laramie is all small bench scale type of work. There is no real process work going on. It is possible that with this increase of $187,000 that we may have to do a small amount of work at our facility at Rifle on the smaller retort up there. This hasn't been fully decided yet.

Senator MCGEE. Is any of the $187,000 increase going to research efforts in Laramie?

Mr. ANKENY. It will all go to Laramie and they will make the determination as to whether it is necessary to transfer some people down there temporarily.

Senator MCGEE. Yes. As you know, they felt for a long time that the restrictions on the scope of the work were cramping their style and I am sure you share that view. That is why we are always interested and eager if we can, to broaden the assault on the question.

Mr. ANKENY. Yes, this money will all go to Laramie.

Senator MCGEE. That answers my questions.

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STIMULATING FOREIGN MINERALS PRODUCTION

Senator DWORSHAK. Mr. Ankeny, as you know, our domestic minerals industry is greatly distressed. I know that the Bureau of Mines is not directly charged with the responsibility of rectifying that situation but I also know that you and your staff do have a profound interest in stabilizing our domestic mineral industry. Now we also know that for several years under one plan or another, in some cases using local currencies, there has been a program of stimulating the production of minerals abroad. I know that that started way back during the latter part of the Truman administration. I have opposed it all through the years because I could foresee the time when expanded production of minerals abroad would inevitably create more competition for our mineral industry at home.

Now what I would like to ask you is whether, during this current fiscal year or in the next year's budget you are asking for any funds with which to stimulate and accelerate the production of any minerals abroad?

Mr. ANKENY. No, sir. I can answer that categorically that we are not.

Senator DWORSHAK. Even in this fiscal year?

Mr. ANKENY. Yes, in this fiscal year.

ATTITUDE OF BUREAU

Senator DWORSHAK. I recall about 2 years ago, and possibly a year ago that you did make a request to use $4 million or $5 million of local currencies to encourage expansion of mineral production abroad, is that true?

Mr. ANKENY. Yes, sir. I want to say I feel we were euchred into that position. I don't think it represented the feeling in the Bureau of Mines itself.

Senator DWORSHAK. I see. Well, I will not embarrass you by asking by whom you were coerced, but I do recall that this subcommittee, not the full committee, did reject the request and included no funds for that specific program.

Mr. ANKENY. That is correct.

Senator DWORSHAK. And, of course, then based on what you have just said you are not very much disappointed by that action?

Mr. ANKENY. We were not, sir.

DEPENDENCE ON FOREIGN SOURCES OF RAW MATERIALS

Senator DWORSHAK. You do say in your statement:

> Not only has American industry caused serious depletion of many of our domestic raw materials but dependence on foreign sources has been greatly increased.

Can you amplify that briefly? To what extent, or in regard to which specific minerals are we becoming to a greater extent dependent upon foreign sources?

Mr. ANKENY. Well, one specific mineral is iron ore, of course. This doesn't mean that our resources of iron ore have been depleted, but the industry has taken the position that economical operation of blast furnaces makes it almost imperative that a certain amount of lower

cost foreign iron ore be imported. As a result, imports in 1960 were equal to 35 percent of domestic consumption. Fifteen years ago we obtained virtually all of our iron ore requirements from domestic sources.

Senator DWORSHAK. From what countries is that work being done?

Mr. ANKENY. I can only say that iron ore is being imported from Venezuela, from Canada, and some from Africa.

Senator DWORSHAK. Is not the primary responsibility resting upon private industry to pursue these policies rather than upon the Bureau of Mines for any particular assistance?

Mr. ANKENY. That is correct. And this is all being done on the initiative and resources of private industry.

Senator DWORSHAK. The Bureau is not doing any particular work on it?

Mr. ANKENY. Not to encourage the production of the iron ore abroad. We are doing a great deal of work to try to find ways of making our domestic ores competitive with imported ores. This not only applies to iron ore, but to other mineral commodities as well.

EXPANSION OF IRON AND STEEL INDUSTRIES

Senator DWORSHAK. I understand in some areas like Missouri, that private industry is interested in the iron ore industry, steel industry, and are doing a great deal to expand production of iron ore. Do you know whether that is true?

Mr. ANKENY. Yes, that is correct, sir.

Senator DWORSHAK. Now I have just one more question, I think. Do you have figures indicating any increase in the importation of raw materials for the United States of the domestic minerals industry? You just mentioned iron ore. Are we importing currently any other raw commodities for subsequent use by our domestic industry?

Mr. ANKENY. Senator Dworshak, I would like to have the privilege of submitting a more detailed statement on that. I am sure we can answer the question satisfactorily with a little preparation.

(The information referred to follows:)

The United States imports varying proportions of its mineral needs. Of 52 major mineral products the country is self-sufficient in 17. It imports from only a few percent up to 100 percent of its requirements of the remaining 35. Tin is a classic example of a mineral which the United States obtains from almost completely from foreign sources because exploration to date has not revealed important domestic deposits of this metal. Before the war the United States was a new exporter of copper. During and after the war domestic production was unequal to domestic demand and at times we depended on foreign sources for about a third of our requirements. Recently, however, the situation has improved and the Bureau is pleased to report that in recent months domestic production is equal to consumption and once again the Nation is self-sufficient in this strategic raw material.

POSSIBLE CONFLICT IN STOCKPILING

Senator DWORSHAK. One reason I asked that, Mr. Chairman, is that we are currently hearing a lot about stockpiling of mineral commodities and I am just wondering whether there is any conflict in any possible program as sponsored by the Bureau of Mines, and I am glad to have your assurance that you think you are not doing that to any great extent, that is, to encourage the imports of these raw com-

modities to compete with our own minerals industry when we have a stockpile of supposedly $7 to $10 billion which will be investigated soon by a subcommittee under the chairmanship of Senator Symington. You are all aware of that.

Mr. ANKENY. Yes.

Senator DWORSHAK. And in your Bureau activities, if you have not known this in the past, and I hope you have been cognizant of this phrase, that with proper stimulus as indicated by our tungsten promotion—our tungsten programs—that it is not entirely true that, as the Paley report pointed out in 1952 that we have actually become a "have not" nation insofar as raw commodities are concerned for mineral use.

Mr. ANKENY. I would not agree that we have become a "have not" nation.

RESPONSIBILITY FOR DOMESTIC MINERAL INDUSTRY

Senator DWORSHAK. You do recognize if the mineral industry is in desperate circumstances in our country with widespread unemployment in States like Arizona and Idaho and other Western States, that it behooves us, through the agencies of the executive departments and the Congress, to do everything possible to safeguard the interests of our domestic industry, not only because it provides employment but because it will relieve to some extent this dependence on foreign sources which you referred to in your statement. That is very vital from the standpoint of national preparedness and economic preparedness. You agree with me on that?

Mr. ANKENY. I agree with you.

Senator DWORSHAK. Thank you.

ROCKY MOUNTAIN AREA PROJECTS

Senator MCGEE. Mr. Ankeny, last year, at my request, the Bureau of Mines inserted on pages 24, 25, and 26 of the hearings a list of additional projects which would be provided in the Rocky Mountain area, but which were not budgeted for fiscal 1962.

Will you please give me a status report of these projects and advise whether or not there are any funds in the new budget for any of these programs. You may submit this information for the record.

Mr. ANKENY. I will do that, Senator.

(The information referred to follows:)

In the course of our 1962 hearings, the Bureau submitted a list of programs that could be effectively carried out in the Rocky Mountain area if sufficient funds were made available. While we were doing some work along those lines, it was only on a minor basis due to the funding situation. This committee recommended an additional $150,000 in the 1962 bill to be used in the Rocky Mountain area for development of methods of mining thick beds of coal with high percentage recovery, development of supplies of coking coal, and a survey of coking-coal resources. Unfortunately, the House did not concur in this recommendation and these funds were eliminated in conference.

While our 1963 estimate does not provide any additional funds for Rocky Mountain area activities with the exception of $187,000 for oil-shale research, it does provide for some activity in this area but not on the scale envisioned in the statement we submitted last year.

BITUMINOUS COAL

While the following indicates how our current research efforts may have indirect application to the three Rocky Mountain coal projects under discussion, the broad investigations into these specific problems that were contemplated by the Bureau cannot be conducted under the Bureau's appropriation estimate proposed for fiscal year 1963, other than by the related activities described below.

1. Development of methods of mining thick beds of coal with high percentage recovery

Recently the Bureau of Mines initiated a hydraulic mining system in an operating mine in the State of Washington. Pillars left by conventional mining in a steeply dipping bed are being extracted by high pressure water jets at a productivity rate considerably greater than was achieved using other mining methods. Soon it is expected that mining from the solid will take place using high pressure water jets to win the coal. Since many of the thick beds of coal in the Rocky Mountain areas are deposited under geological conditions that appear conducive to high productivity with hydraulic mining, our experiments in the Pacific Northwest may have application to thick pitching beds elsewhere.

2. Development of supplies of coking coal

The Bureau has a continuing program of studies designed to improve the quality of coke made from Western high-volatile bituminous coals. Assay studies of the various coalbeds are made and oven tests are conducted to assess the value of blends, changes in bulk density and other operational procedures to prepare a better coke using Rocky Mountain coals. Other procedures involving drying and carbonizing are employed to produce a satisfactory fuel material that lends itself well to the formation of a briquet having the desired strength and quality characteristics demanded by the metallurgical market.

3. Survey of coking coal resources of the Rocky Mountain area

The mineral resources investigations of the Bureau, including coal, are continuing. We are examining closely the studies being made by private coal companies and State organizations to delineate more adequately the reserves of coal readily available for mining. Available information on the coal resources of the Rocky Mountain area is being compiled for use as reference material and as a possible aid in the effective direction of our research efforts in this geographical area.

PETROLEUM, NATURAL GAS, AND OIL SHALE

1. Relationship of reservoir fluids and rock characteristics to the occurrence, extraction, and utilization of petroleum

The 1963 estimate does not include funds for this work.

2. Petroleum resources and factfinding surveys

The investigation of future reserves and capacity to produce Rocky Mountain petroleum, natural gas and oil shale will not be conducted at an adequate level. A limited amount of data will be assembled from specific productive areas as permitted by the available funds for this project.

3. Studies of petroleum asphalts and related substances

The 1963 estimate does not include funds for this work.

4. Relationships of chemical compositions of fuels to their stability characteristics and engine performance

The 1963 estimate does not include funds for this work. However, research on relationships of chemical compositions of fuels to their stability characteristics and engine performance is in progress on fuels manufactured from mid-continent crude oils. Expansion of this work to include Rocky Mountain crude oil will be made when funds become available.

5. Laboratory-scale research on oil shale and shale oil

Research under this program is in progress, but not at the level shown in the statement submitted for the 1962 hearings. It includes determination of the composition and properties of shale oil and kerogen, and studies of the pore and crystal structure of oil shale.

Unfortunately, similar progress cannot be reported for lead, zinc, bauxite, and certain other commodities. Prior to World War II, over 90 percent of the Na-

tion's needs for lead and zinc were met from domestic sources. In recent years domestic mines have supplied only about half of the consuming demand for new metal. Our siutation in petroleum also has shifted from a position of net exports before World War II to one of substantial net imports in 1961.

The 1963 estimate includes an increase of $187,000 for new projects on the reactions and physical phenomena involved in the conversion of kerogen to oil, and the petrochemical potential of an oil-shale industry.

MINERALS AND METALS

Activity in the Bureau's minerals and metals program designed to increase the known mineral reserves of the Nation and of potential benefit in strengthening the economic base of the Rocky Mountain area include basic and applied research on benefication, concentration, and reduction of ores; development of technical processes of metallurgy; chemical and physical metallurgy research; and mineral synthesis. Research on the technology of mining, with emphasis on sampling theory and techniques, the prediction of rock conditions or quantities and ore qualities in place, and rock mechanics is also of benefit to the Rocky Mountain area. Mineral resource studies have been directed toward gaining a comprehensive understanding of the area's minerals in relation to the Nation's mineral requirements. The program is kept under constant review to assure prompt reorientation as national mineral needs change, new technologies invite development of latent resources, and local conditions provide the basis for redirection of productive effort. While no funds are included in the 1963 estimate to carry on this work at the level proposed in the 1962 hearings, the Bureau will conduct work on a modest scale as follows:

Ferrous metals

The substantial resources of chromite in Montana will be examined to provide engineering and economic data for their efficient utilization. Studies will be continued on the grinding, classification, tabling, and electrostatic separation of the low-grade chromite ores of the Stillwater complex in Montana. Laboratory research will be continued to develop data for determining the metallurgical process best suited economically and technically for recovering manganese from the Artillery Mountains in Arizona. Research on the theory and application of sampling techniques will be conducted and statistical methods applied to determine the tonnage and average grade of a deposit of titaniferous magnetite in Colorado.

Nonferrous metals

Basic research in the physics of rocks and rock structure and studies in systems analysis methods will be conducted to develop data of potential use in copper, lead, and zinc mines encountering ground control and operational problems arising from mining at increasing depths. Application of statistical mathematics to problems of ore search, exploration, development, and extraction will be continued with the objective of lowering mining costs.

Nonmetallic minerals

Deposits of nonmetallic minerals in the Rocky Mountain area will be examined to determine their extent and grade as potential sources of raw material for the growing industrialization of the West. Included are investigations of refractory clays and related minerals in Arizona, New Mexico, Utah, Colorado, and North and South Dakota.

Mining research in ground stabilization and control, and drilling and breaking of the rock to yield unproved methods of extracting minerals, will be an important part of the nonmetallic minerals research program.

Ground stabilization research will be directed toward the determination and control of stress concentrations around room and pillar openings, the predominant underground mining method of the nonmetallic minerals.

COMMITTEE RECESS

Chairman HAYDEN. We will adjourn until tomorrow morning at 10:30.

(Whereupon, at 11:30 a.m., Wednesday, February 28, 1962, the hearing was adjourned to reconvene at 10:30 a.m. Thursday, March 1, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

THURSDAY, MARCH 1, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10·30 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden, chairman, presiding.

Present: Chairman Hayden and Senators McGee and Mundt.

DEPARTMENT OF THE INTERIOR

OFFICE OF TERRITORIES

STATEMENT OF JOHN A. CARVER, Jr., ASSISTANT SECRETARY, PUBLIC LAND MANAGEMENT

GENERAL STATEMENT

Chairman HAYDEN. Secretary Carver, we will be pleased to hear from you.

Mr. CARVER. Thank you very much, Mr. Chairman. Let me first assure you that I genuinely welcome this opportunity to appear this morning to present the fiscal needs of our territorial activities for fiscal year 1963. Among the several activities which I supervise, I can honestly say that none is more rewarding than this one.

I suppose that this reaction stems from two things: first, the several territories, each with its own personality, are of such a size that the results of our efforts can be readily identified in measurable progress; second, there is a refreshing challenge in assisting any people who want to help themselves toward a higher standard of living and self-government. I can say with some enthusiasm that in each of our territories the desire for economic and political progress burns brightly. The funds contained in this budget request are intended to foster, encourage, and advance that spirit.

ACTIVITIES UNDER ESTIMATED FUND

These estimates cover the governmental expenses of Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands. In addition, funds for power additions and a grant to cover a deficit in the operations of the Virgin Islands Corporation are included, happily on a much reduced scale from that which faced us last year.

Funds are also provided for overall administration through the Office of Territories. Although the fiscal impact is relatively minor,

I would also like to note the absence of one item carried in this portion of the Department's program for many years: The Alaska Public Works was officially liquidated at the end of calendar 1961.

The activities which I have enumerated will, if these estimates are accepted, be supported by a total funding program of $28,963,000. This, of course, does not include the substantive financial programs of Guam and the Virgin Islands which are financed in part from Internal Revenue collections retained in the territories.

Pacific Areas

Of the direct appropriations requested here, however, 83.4 percent would be allocated to American Samoa and the Trust Territory. If we exclude the VICORP power grant which is in the nature of a loan, 96 percent of the total goes to these neglected areas of our responsibility in the Pacific. This puts the matter in sharp focus. It is our judgment that the deficits in education, health services and economic tools are critical in both of these areas—so much so that progress toward decent standards of human dignity and self-sufficiency must be an illusion until corrective measures are taken. Unfortunately, solution to these problems requires long-range attack. We must, therefore ,lose no more time in taking the essential first steps.

American Somoa

The situation in Samoa was vividly protrayed last year by its energetic Governor Rex Lee. The Congress responded promptly and generously by appropriating a total of $9.6 million, most of it in supplemental grants. As a result, we are well on the way toward eliminating the deficiencies of a decade in certain areas. It will be possible for every prepared Samoan child to attend high school this coming fall, although the need for upgrading the standards of secondary education remains as a continuing challenge. We have been able to proceed with replacement of the antiquated, wornout powerplant and with rehabilitation of the road between Tafuna Airport (soon to have capacity for jet traffic) and the capital, Pago Pago. Governor Lee is pushing vigorously on many other basic facilities made possible by currently available funds.

Increase for Fiscal Year 1963

Regrettably, I cannot inform you that this burden may be cast off. The estimates before you propose a further increase over last year's program in the amount of $5,148,600. This will permit continuance of the road improvement program and initial steps toward the second increment of the power system. But the major change in spending emphasis next year will be focused on the elementary school system. Its physical plant must be completely replaced if instruction is to be effective; its quality must be upgraded if it is to produce graduates competent to deal with the modern world. In this connection, the Governor has received the advice of experts to the effect that an educational television system would be an effective, efficient, and economical means of raising educational standards in the shortest period of time.

Trust Territory

Turning now to the Trust Territory, I must confess that the program contemplated by this budget does not accurately reflect the urgency of the task which confronts us, even though it proposes an increase of 50 percent in the funds justified for this year. The program outlined by High Commissioner Goding very properly emphasizes health, education, economic and political development. Some definite advances are contemplated, such as the institution of a post-high-school-teacher training institute in conjunction with the Pacific Islands Central School and provision for more secondary classrooms.

For the most part, however, the increased estimates result from higher prices, population increases, continuance of a modest hospital and school construction effort begun in 1955, needed airport and harbor improvements, and rehabilitation or replacement of overage plant facilities. We must, of course, maintain these minimal programs and support their increased cost. I would emphasize that up to now it has been the policy to place responsibility for elementary education on the local Micronesian community. The current budget request contemplates no major program change in this critical area, although the shortcomings of this arrangement are quite evident and demand reconsideration. The medical programs will maintain and perhaps improve the general health level; they do not permit aggressive measures to eradicate those diseases which we know how to control and which impede progress in the islands.

Guam and Virgin Islands

As to the other oversea activities, the governments of Guam and the Virgin Islands are supported primarily by other fund sources. One further item requires comment here: the Virgin Islands Corporation requests appropriation of $3.2 million as a Treasury loan to finance expanded power facilities critically needed to sustain the expanding economy of that territory. This represents a revised program for plant augmentation; a 5,000-kilowatt steam turbine to be in use by December 1963 on St. Thomas and two 3,000-kilowatt diesel generators (one for each island) for operation at the earliest possible date. This schedule requires immediate funding of all three units if serious power shortages are to be avoided during the next two peakload seasons.

Mr. Chairman and members of the committee, I have here Mr. Richard F. Taitano, Director of the Office of Territories; Dr. Kenneth A. Bartlett, President of the Virgin Islands Corporation; and certain members of the office staff, and administrative assistant secretaries thereof, who will answer any questions you may have.

Alaska Public Works Program

Chairman Hayden. Even though no funds are being requested for the Alaska public works program for fiscal year 1963, inasmuch as the program is now complete, I will place in the record the departmental statement relative to this activity.

(The statement referred to follows:)

Alaska Public Works

The Alaska public works program was authorized by the Alaska Public Works Act enacted by the Congress in 1949.

Of the 172 projects financed under this program since its authorization, 165 have been completed and transferred to the applicant public bodies.

These transferred projects have been sold to the applicants, in accordance with the act, at a percentage of their total costs. This is usually 50 percent, but on occasion there has been a slight variation up or down, each variation being compensated by another so as to permit, as required by the act, payment into the miscellaneous receipts of the Treasury of approximately one-half of the total costs of the entire program.

The total cost of the transferred projects is $63,120,224. Of this amount, applicants have turned over to the Government in cash and securities issued by the public bodies, a total of $31,182,149. These securities are payable in annual installments over a period of years. The authorized rate of interest on these deferred payments is 2 percent per annum. Of the total amount received from the public bodies in payment of the purchase price of projects, $9,690,537 has been paid in cash, which has been deposited in miscellaneous receipts of the Treasury as required by the act. Securities accepted in the amount of $21,491,612 have, by administrative arrangement with the Department of the Treasury, been turned over to that Department for collection of principal and interest as they became due. In addition to the cash payments against purchase price amounting to $9,690,537, there has been collected, as installment principal payments have become due under accepted securities, the amount of $4,218,523 making a total collection against principal of $13,909,060. Interest on deferred payments in the amount of $1,612,984 has been collected. Total cash deposited into miscellaneous receipts of the Treasury is, therefore, $15,522,044.

Most of these securities mature annually over a 20-year period but in one or two instances, a longer period has been allowed while in a number of instances the maturity period is much shorter.

All of the work is being pressed forward as rapidly as good construction and other practices will permit on the remaining projects. Some small construction items remain to be completed on six of them. In addition, while the projects have been transferred to applicants and are in use, various small items remain to be completed on another 10 projects, such as surveys of and transfer of Federal land upon which 6 of them have been constructed and financial arrangements to be worked out on the others. It is now expected that all projects will have been completed and transferred and that all property and records of the Alaska public works offices will have been disposed of by December 31, 1961.

Itemization of estimate

	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing: Total obligations (reappropriation)	$108,000		−$108,000
Obligations by objects:			
11 Personnel compensation	78,500		−78,500
12 Personnel benefits	4,600		−4,600
21 Travel and transportation of persons	8,500		−8,500
22 Transportation of things	9,900		−9,900
23 Rent, communications, and utilities	5,500		−5,500
24 Printing and reproduction	200		−200
25 Other services	500		−500
26 Supplies and materials	300		−300
Total obligations	108,000		−108,000

THE ALASKA RAILROAD

STATEMENT OF JOHN E. MANLEY, ACTING MANAGER

GENERAL STATEMENT

Chairman HAYDEN. We will now take up the Alaska Railroad.

Mr. MANLEY. Mr. Chairman, I have a prepared statement.

Chairman HAYDEN. All right, if it is not too long you can read it, but otherwise, just highlight it.

Mr. MANLEY. It is not a long one.

Mr. Chairman and members of the committee, my name is John E. Manley, and I am Acting General Manager of the Alaska Railroad. I appreciate the opportunity to present to your committee a brief summary of our budget situation for fiscal year 1963.

As has been true for several years we are not requesting any appropriations from the Congress. We are, however, requesting your approval for a program of additions and betterments which will be financed from operating revenues. This program for the fiscal year ending June 30, 1963, will amount to an estimated $1,869,000, of which $1,769,800 represents capital items and the balance of $99,200 will be charged to expense accounts.

FISCAL SITUATION

The Alaska Railroad ended fiscal 1961 with a net deficit of $201,-524.67. This net figure is after depreciation charges of $2,071,000. The net deficit was occasioned by work stoppages last spring among the construction employees of Alaskan contractors and some utility crafts, and by passenger train costs which exceeded passenger train revenues by approximately $300,000.

The outlook for fiscal 1962 looks somewhat better, and we hope to present a somewhat improved financial picture next year. The capital expenditure authorities granted by this committee for the purchase of unit rail boxes and more efficient handling equipment, have enabled us to halt, at least for the present, the increasing handling costs on interline freight. We have been able to increase our "piggyback" activities. We are hopeful that, before the end of the fiscal year, we will have provided a way to make carload shipments from the Middle West and points east to the Alaska Railroad railbelt without losing the advantages of sealed shipments.

RAILROAD SCHEDULE

Our wintertime passenger train schedule is reduced to two trains per week. We feel that our obligation to areas and homesteaders, entirely dependent upon the Alaska Railroad for transportation, precludes a reduction in service beyond this point. At the same time we have converted one of these two trains to a mixed train in an effort to attract highly perishable and rush freight and thus increase our revenues. This new service has been well received by shippers.

ACTIVITIES AFFECTING RAILROAD

Remaining problems result from the completion and placing into operation of the new municipal dock at Anchorage and the potential

conversion of Elmendorf Air Force Base and Fort Richardson from coal to gas through the newly completed Anchorage Natural Gas Corp. pipeline into the Anchorage area. Also, on January 8, 1962, Assistant Postmaster General William J. Hartgian announced at Anchorage that the Post Office would commence trucking mail into Anchorage from the lower 48 States. This practice has already been inaugurated insofar as Fairbanks mail is concerned. Since the interline mail revenues of the Alaska Railroad for fiscal year 1961 amounted to $246,261.64, it can be seen that this proposed action of the Post Office Department will have an adverse effect on the revenues of the Alaska Railroad.

DAMAGE FROM SNOWSLIDE

On November 21, 1961, a snowslide on the Alaska Railroad resulted in the derailment of five diesel units, causing substantial damage. Preliminary estimates indicate that his damage will exceed $200,000. One unit, No. 1501, is so badly damaged that it will have to be rebuilt at the factory and, if rebuilt in kind, will cost about $125,000. We are presently determining whether it is to the best interest of the Government to rebuild in kind or to retire and reinvest this equipment and bring the locomotive up to new status, with 50 percent increased power.

I would be pleased to attempt to answer the questions of this committee with regard to details of the proposed program and the operation of the Alaska Railroad. I have with me Mr. Leland P. Draney, Comptroller of the Alaska Railroad, together with Dr. E. M. Fitch, our Washington representative, who will assist in answering detailed questions. If we are unable to provide immediate answers to your questions, we would greatly appreciate the opportunity to obtain such answers from our records and furnish them to the committee so that the record may be complete.

This concludes my general statement, and thank you again.

Chairman HAYDEN. First, I will place in the record the narrative justification of the estimated 1963 programs and the financing for the Alaska Railroad.

(The material referred to follows:)

ALASKA RAILROAD REVOLVING FUND

NARRATIVE JUSTIFICATION OF PROGRAMS AND FINANCING

The objective of providing continued transportation within the State of Alaska is proposed for the budget year through rail-line and miscellaneous operations programs. In connection with these programs, capital outlay is proposed to bring roadbed and track to standard and to acquire equipment principally for the handling of containerized cargo.

By the terms of the Alaska Railroad Act and the annual appropriation acts, revenues and other receipts are available for ordinary operating and maintenance expenses. Exhibit A, attached, reflects estimated operating revenues and expenses complementing the revenue, expense, and retained earnings statement. Expenses are brought to funded costs by elimination of nonfunded costs to harmonize with totals on the program and financing schedule.

Exhibit B reflects actual costs for 1961 capital program, estimates for 1962, including carryover authorizations, and estimates for new authorizations planned for 1963. This is in keeping with Senate Report 1761 (Interior Department and related agencies appropriations bill, 1957) which contained the following comments, in part:

"The committee feels, however, that in order to appropriately review the program of the Alaska Railroad it is essential that the annual budget submission

reflect a schedule of amounts proposed for capital improvements. Accordingly, the Secretary of the Interior is requested to have appropriate schedules included in the budget annually which will disclose, by major items, the amounts proposed for capital improvements. The committee wishes to make it clear that no major capital improvement or rehabilitation is to be financed from revenues until it has been presented to and approved by the Appropriations Committees of the Congress."

Expenditures estimated for operations and maintenance have been developed from trends of prior years tempered by planned economies; expenditures for improvements expense included initially in capital outlay are also on this basis. Equipment acquisition expenditures are predicated on most recent manufacturers list price.

EXHIBIT A.—*Actual and estimated operating revenues and expenses*

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
REVENUES			
Rail line operations:			
Rail line:			
Freight	10,522	10,710	10,710
Passenger	383	390	390
Mail	274	275	275
Express	81	80	80
Wharfage and handling	1,299	1,300	1,300
Docking privileges	89	90	90
Equipment rentals	104	105	105
Switching	243	245	245
Storage, freight, and passenger	8	9	9
Demurrage	19	15	15
Communications facilities	201	200	200
Unit rail boxes	125	125	125
Baggage	1	1	1
Sleeping car	5	5	5
Rentals, special equipment	205	200	200
Other	24	20	20
Revenue, rail line	13,583	13,770	13,770
Incidental:			
Dormitories	3	3	3
Messhouses	92	92	92
Hotels	1	1	1
Sale of power and steam	10	10	10
Buildings	45	44	44
Equipment	18	20	20
Other incidental income	11	10	10
Reimbursements, work performed for others	195	200	200
Revenue, incidental	375	380	380
Total operating revenue, rail line operations	13,958	14,150	14,150
Miscellaneous operations:			
Revenue:			
Buildings	31	32	32
River boats and related facilities	42	42	42
Land and other nonoperating property	142	142	142
Sale of material and supplies	95	100	100
Gain on sale of invested property	1	1	1
Interest earned	33	33	33
Total miscellaneous operations revenue	344	350	350
Total revenue	14,302	14,500	14,500
EXPENSES			
Rail line operations:			
Maintenance of way and structures:			
Superintendence	203	200	200
Maintenance of roadway and track	1,394	1,390	1,390
Maintaining track structures	71	71	71
Maintaining auxiliary structures	196	192	192
Dismantling retired nondepreciable property	22	22	22
Other road and structure expense	10	10	10
Removing snow, ice, and sand, and car cleaning	164	175	175
Depreciation, buildings	245	245	245
Depreciation, other structures and facilities	445	445	445
Section mess operation	23	220	20
Total, maintenance of way and structures	2,773	2,770	2,770

EXHIBIT A.—*Actual and estimated operating revenues and expenses*—Continued

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
EXPENSES—continued			
Rail line operations—Continued			
Maintenance of equipment:			
Superintendence	159	160	160
Repairs to shop and powerplant machinery	29	30	30
Repairs to locomotives	427	430	430
Repairs to freight train cars	227	230	230
Repairs to passenger train cars	124	120	120
Repairs to freight train power cars	36	37	37
Repairs to work equipment	80	80	80
Repairs to roadway machines	253	250	250
Repairs and operation of automotive equipment	54		
Depreciation, equipment	1,013	1,021	1,021
Shop expenses	507	520	520
Locomotive expenses	535	550	550
Train expenses	251	265	265
Repairs to unit rail boxes	22	25	25
Repairs to URB appurtenances	9	10	10
Amortization of leased locomotive costs	16	16	16
Locomotive expense, Seward	6	6	6
Total, maintenance of equipment	3,748	3,750	3,750
Traffic:			
Traffic expense	143	140	140
Advertising and publicity expense	5	5	5
Total, traffic	148	145	145
Transportation service:			
Superintendence	171	173	173
Station operations	1,558	1,535	1,535
Yard expenses	162	160	160
Casualty damages and expenses	4	5	5
Snow removal service	20	35	35
Hire of freight cars	101	100	100
Loss and damage claims	61	60	60
Locomotive expenses	782	785	785
Train expenses	1,036	1,010	1,010
Special agents	57	59	59
Safety engineer	23	23	23
Hire of unit rail boxes	50	50	50
Custodial services	35	35	35
Dock superintendence	23	23	23
Dock office expenses	80	80	80
Longshoring expenses	1,257	1,220	1,220
Operating expenses	98	90	90
Maintenance and repair expenses	49	45	45
Yard expense, Seward	214	210	210
Hire of special equipment	139	135	135
Protective service	31	31	31
Depreciation, buildings	34	34	34
Depreciation, other structures and facilities	98	98	98
Depreciation, equipment	4	4	4
Total, transportation service	6,087	6,000	6,000
Communications system operation and maintenance:			
Superintendence	34	33	33
Signals, interlockers and crossing protection	8	7	7
Railroad communications systems maintenance	89	89	89
Railroad communications systems maintenance, radio	15	15	15
Joint maintenance of communications systems	62	60	60
Other communications expense	7	7	7
Depreciation, communications systems and equipment	84	84	84
Total, communications system operation and maintenance	299	295	295

EXHIBIT A.—*Actual and estimated operating revenues and expenses*—Continued

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
EXPENSES—continued			
Transportation service—Continued			
Incidental operations:			
Dormitories	10	10	10
Messhouses	121	120	120
Hotels	25	25	25
Cost of power and steam sold	16	15	15
Buildings rented	25	25	25
Accrued costs, employees compensation [1]	35	5	5
Other incidental expense	1	1	1
Reimbursable work performed for others	142	169	169
Total, incidental operations	375	370	370
General and administrative expense:			
Office of general manager	108	108	108
Office of comptroller	75	75	75
Accounting branch	429	428	428
Office services branch	29	29	29
Division of personnel	83	83	83
Real estate and contract agent	60	60	60
Seattle office	32	32	32
Washington office	25	25	25
Total, general and administrative	841	840	840
Total operating expenses, rail line operations	14,271	14,170	14,170
Miscellaneous operations:			
Buildings	32	30	30
River boats and related facilities leased	83	82	82
Other nonoperating property	15	15	15
Cost of material and supplies sold	81	81	81
Cost of property disposal	3	3	3
Bad debt losses	8	8	8
Other nonoperating expense	11	11	11
Total miscellaneous operations	233	230	230
Total expenses	14,504	14,400	14,400
Total revenues	14,302	14,500	14,500
Less: Total expenses	14,504	14,400	14,400
Less:			
Allowance for depreciation	2,081	2,100	2,100
Provision for improvements expense	227	350	99
Total funded expenses	12,196	11,950	12,201
Revenues over funded expenses	2,106	2,550	2,299

[1] Basis: 1961 actual, monthly accruals without firm basis; current and budget year estimates, allocation derived from payments by Bureau of Employees' Compensation for Interior employees, period Dec. 1, 1960 through June 30, 1961.

EXHIBIT B.—*Estimates for additions and betterments, and replacements*

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
Buildings:			
Office buildings	1		
Housing	39	33	
Storage buildings	47	8	
Service buildings	3	18	
All other buildings	4	20	
Total buildings	94	79	
Other structures and facilities:			
Harbor installations	19	126	
Communications systems	95	53	18
Water systems	3		
Storage (other than buildings)	6		
Roadbed and track	762	892	600
Tunnels		12	
Bridges and culverts	168	121	88
Drainage ditches and retaining walls	2	3	15
Fences, crossings, and signs	16		
Signals and interlockers	1	3	
All other structures and facilities	89	19	
Total other structures and facilities	1,160	1,229	722
Equipment:			
Locomotives	1	7	14
Freight train equipment	101	223	
Passenger train equipment	57		
Work train equipment	7	34	
Highway motor vehicles and trailers	54	81	89
Construction and material handling equipment	159	280	127
Electrical generation and shop equipment	7	36	7
Utility equipment	11	1	
Furniture, furnishings and technical equipment	6	3	
Communications equipment	4	8	10
Unit rail boxes	287	439	400
Unit rail boxes—refrigeration and heating units	82		
Other equipment	2	9	
Total equipment	778	1,120	647
Nonprogramed reserve		300	500
Total fiscal year	2,032	2,728	1,869

REQUEST FOR RAIL BOXES

Chairman HAYDEN. During the past fiscal year you requested authority to purchase 100 unit rail boxes and later amended this request to 50 such rail boxes, with the additional request that you be permitted to construct a "roll on-roll off slip" at Whittier. Have you acquired the boxes that you wanted and is the slip under construction at this time?

Mr. MANLEY. We acquired the first 50 boxes as per the authority of this committee. When we obtained the approval of this committee to defer the purchase of the second 50 boxes, we proceeded with the construction of this slip and it is under construction at the present time.

EFFECTS ON ROAD OF CONVERTING POWERPLANTS

Chairman HAYDEN. Last year Mr. Fitch indicated to the committee that the Railroad could experience problems as a result of the military's possibly increasing the capacity of a petroleum pipeline and converting powerplants at military installations from coal to use of gas. Have there been any developments along these lines?

Mr. MANLEY. Yes, sir. The pipeline has been newly completed. That belongs to the Anchorage Natural Gas Corp. and is in the Anchorage area now. There is presently a survey in progress relative to the conversion of Elmendorf Air Force Base and Fort Richardson from coal to gas.

Chairman HAYDEN. That means a large loss of revenue to your lines?

Mr. MANLEY. Yes, sir; that would mean a substantial loss of revenue to the lines. Insofar as Elmendorf and Fort Richardson are concerned, it would mean a loss of approximately $600,000.

Chairman HAYDEN. Progress does cost money sometimes. Have they done the converting?

Mr. MANLEY. No, sir; they have not converted as yet and I do not believe they have the money funded to make the conversion at the present time of either base.

Chairman HAYDEN. It may be a year or more before this action takes place?

Mr. MANLEY. That is correct.

Chairman HAYDEN. I have nothing further. Thank you for your appearance.

Mr. MANLEY. Thank you very much, Mr. Chairman.

VIRGIN ISLANDS CORPORATION

STATEMENT OF DR. KENNETH A. BARTLETT, PRESIDENT

PREPARED STATEMENT

Chairman HAYDEN. Our next witness is Dr. Bartlett, President of the Virgin Islands Corporation.

Dr. BARTLETT. Mr. Chairman, I appreciate this opportunity to discuss the operations of the Virgin Islands Corporation. I have a prepared statement which I would like to submit for the record with your approval.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

Mr. Chairman and members of the committee, I appreciate this opportunity to appear before you to discuss the operations of the Virgin Islands Corporation and to present our request for funds for the fiscal year 1963.

At its last meeting on December 9, 1961, the Board of Directors of VICORP directed the Secretary of the Interior to recommend to the Congress legislation transferring the assets of the Corporation to the Virgin Islands Government. We have no way of knowing what action the Congress will take upon such a proposal, or when, or what the terms of such a transfer might be. Meanwhile, we must have funds to provide for capital improvements needed during the coming fiscal year. The request for funds for the expansion of the power facilities is of particular concern. There is a dire need for generating equipment to meet the explosive power growth which the Virgin Islands is experiencing until such time as someone else has this responsibility. It is fully expected that any funds invested in the power facilities at this time will be fully recovered on the sale of such assets.

Our request for grant funds has been reduced by $90,000 inasmuch as the Virgin Islands Government has agreed to accept financial responsibility for the dam construction program, which has been so successful over the years. It is my recommendation that the forestry program and the livestock program be continued by the Federal Government, and VICORP is the logical agency to maintain these activities until other arrangements for their continuance are worked out.

Your favorable consideration of our request for funds for the next fiscal year is vital, pending a final decision on the future role of the Corporation as a Federal entity in the Virgin Islands.

SUGAR PROBLEM

The production of sugarcane in 1961 was the highest in the history of the Corporation, and amounted to 96,179 tons, an average of 44.4 tons per acre. The net income per tone of cane harvested was $1.73, resulting in a profit of $166,433 in our field operations. The factory operation showed a loss of $213,020, which was due in part to the late sale of our sugar and low sugar recovery. The lack of docking facilities prevented the shipping of sugar until November and December 1961. The impossibility of marketing our sugar during the period of favorable prices reduced sugar income by more than $50,000. In spite of heavy yields of sugarcane, it was impossible to keep the factory properly supplied with cane. Mill lost time amounted to 39.75 percent, of which 19.79 percent was due to lack of cane for grinding. This problem was accentuated as a result of the field operations being placed on a 40-hour workweek. Deliveries of cane on Saturdays were substantially reduced due to the requirement of paying overtime for such work. The lack of sufficient cane for sustained grinding is a factor which contributes substantially to increased factory costs.

A total of 828,486 gallons of molasses were produced and sold to the local rum distillers and livestock producers at a price of 10.39 cents per gallon for 52 percent sugars, based on a contractural agreement.

The appropriation of $100,000 requested for our sugar operations is to replace fully depreciated equipment. The major equipment items to be replaced are mechanical sugarcane loaders, now over 10 years of age, and miscellaneous equipment items for the sugar factory, including retubing a boiler, the replacement of pumps and other accessories.

POWER PROGRAM

The increase in power usage in the Virgin Islands continued to tax all available generation facilities. The continued high demand prevented the carrying out of normal maintenance and the routine overhaul of equipment which are absolutely necessary for efficient operation. A fire and a piston failure in the St. Croix plant were responsible for extraordinary expenses for repairs and necessitated the purchase of emergency equipment to replace the generating capacity temporarily lost.

The Board of Directors approved an increase in power rates for both St. Thomas and St. Croix, effective September 1, 1961. The new rates were established on a basis which should provide sufficient revenue to insure a fair return on the Government's investment.

The St. Thomas Power Division showed an increase in growth of 24 percent based on peakload. A new high peak of 6,150 kilowatts on December 30, 1961, was some 200 kilowatts above our most optimistic projections. With the number of building permits being issued, and the continual higher consumption of electricity by all users, installation of a 5,000-kilowatt steam turbine at the earliest possible date is a must. The St. Thomas Power Division had a profit for the year of $29,484.

The new salt water distillation plant-steam power turbine installed in St. Thomas was placed in operation during early January 1962, and preliminary results have been satisfactory. The new installation will provide firm power until late 1962 when additional capacity will be needed. The Corporation has requested approval for reprograming approximately $400,000 of unobligated funds not needed in the construction of the salt water distillation steam turbine plant on St. Thomas, in order to proceed immediately with the purchase of an additional 3,000-kilowatt diesel unit to meet the December 1962 needs. We are requesting $200,000 in this budget to install and house this new unit. The request also includes funds in the amount of $2,150,000 to finance the purchase and installation of a 5,000-kilowatt steam turbine on St. Thomas. A generator of this size must be available to meet the anticipated needs of December 1963.

The St. Croix Power Division showed an increase of 17 percent based on peakload. A high peak of 3,800 kilowatts on December 29, 1961, was some 200 kilowatts in excess of our projections. The steady growth in power consumption on St. Croix also dictates the installation of additional generating capacity at the earliest possible date. Funds in the amount of $600,000 are requested for a new 3,000-kilowatt diesel generator. The St. Croix Power Division sustained a loss

of $120,780 for the year, occasioned largely by exceptionally high maintenance costs and a problem with power billings resulting from the installation of new IBM billing procedures.

WATER AND SOIL CONSERVATION PROGRAM

The Corporation continued to carry out various agricultural programs under a grant of $130,000 from the Congress. A total of 12 earth dams were constructed on the islands of St. Thomas and St. Croix, with an estimated holding capacity of over 7 million gallons of water. A total of 129 dams with a capacity of over 700 million gallons have been constructed under this program to date. The construction of these dams has had a most favorable effect on the water table of the islands, particularly St. Croix. This program will be taken over by the Virgin Islands government as of June 30, 1962.

The forestry program, in cooperation with the U.S. Forest Service, continued to make substantial plantings of mahogany on Government and private lands, improve natural forest areas, and provide local forest products.

The livestock and pasture management projects were continued in cooperation with the Virgin Islands agricultural program of the U.S. Department of Agriculture. The construction of an abattoir on St. Croix by the Virgin Islands government was started during the year and this should result in an increase in cattle production in St. Croix.

Funds in the amount of $40,000 are requested for the support of the forestry and livestock programs. This is a reduction of $90,000 over the previous year due to the transfer of the dam program to the Virgin Islands government.

A summary of the loan program with respect to grants and collections as of June 30, 1961, follows:

Loans	Outstanding June 30, 1960	Outstanding June 30, 1961
Agricultural	$2,183.47	$1,526.80
Commercial and industrial	141,587.92	118,253.74

The Corporation continued to manage for the Secretary of the Interior properties owned by the Department of the Navy in St. Thomas. The income derived from these properties continued to rise and amounted to $322,482 for the year. The income received from the properties was utilized for their rehabilitation and maintenance. There has been continued improvement in the general condition of the properties, and all available industrial space is presently occupied by small businesses which have contributed to employment and the general economic development of St. Thomas.

GENERAL STATEMENT

Dr. BARTLETT. As Secretary Carver has pointed out, the operations of the Corporation proved substantial during the past fiscal year. We had one of our best sugar crops in the history of the Corporation.

Our primary concern with respect to funds is the need for capital investment in our powerplant. The power needs of the Virgin Islands continues to expand at a rate greater than 20 percent per year. We have had peaks during the past month which are beginning to exceed our firm power facilities available to us and we must have additional funds by December of 1962 and additional facilities installed at that time in order to have some leadtime on installation. The installation of these steam turbines which we propose will take about 18 months and by December of 1963 there will be a critical need for this equipment. We have requested the committee to reprogram $400,000 of funds which remain surplus from our sea water distillation unit, in order to provide immediately a 3,000-kilowatt unit for St. Thomas to

take care of the December 1962 needs. This is a most critical area and one to which I hope the committee will give favorable consideration.

TRANSFER OF CORPORATION'S ASSETS

As you perhaps know, there is legislation to be recommended to the Congress with respect to transferring the assets of the Corporation to the Virgin Islands government. However, we have no way of knowing what action the Congress will take and we feel that the investment of any funds at this time which are invested in the power facilities will be fully recovered on the sale of the assets to the Virgin Islands government, or to private industry, whichever the case may be. We strongly recommend the program.

PROGRESS OF NEGOTIATIONS FOR TRANSFER

Chairman HAYDEN. Has not the Virgin Islands Corporation adopted a resolution asking that it be dissolved and that all of its functions and assets be transferred to the Virgin Islands government?

Dr. BARTLETT. That is correct.

Chairman HAYDEN. What, if anything, more has been done along this line?

Dr. BARTLETT. It is now in the Bureau of the Budget and will be before the Congress shortly.

QUESTION OF NEED FOR GENERATING FACILITIES

Chairman HAYDEN. If the Virgin Islands Corporation is dissolved, would there then be need for construction of the electric-generating facilities being requested?

Dr. BARTLETT. No. This would be true if we were certain this action would take place within a very short period of time. As I pointed out, we have a leadtime in construction of these facilities of approximately 18 months. We will definitely be out of firm power if the action of the Congress should be delayed until another year and if we did not have the funds requested for the investment.

REQUEST FOR STEAM TURBINE

Chairman HAYDEN. Included within the request is $2,150,000 for a 5,000-kilowatt steam turbine to be installed on St. Thomas and you are also proposing diesel generators for St. Thomas and St. Croix; is that right?

Dr. BARTLETT. That is right. The diesel generator for St. Thomas would be purchased with the $400,000 savings which we have requested be reprogramed, and an additional $200,000 in this year's budget for installation.

Chairman HAYDEN. You have not considered that in the program as yet?

Dr. BARTLETT. No. You have the request before you.

Chairman HAYDEN. You made a change in the request sent to the Congress on September 20 of last year wherein $4,500,000 was asked for two steam turbines, one to be placed on St. Thomas and one to be placed on St. Croix. You have switched that?

Dr. BARTLETT. Yes. In view of the dire need of getting something in by December 1962, we changed our planning, or the Engineers said it was desirable to change the planning so we would have the additional 3,000 kilowatts by December of 1962 and on St. Croix it was determined it would be more economical at that time to add another 3,000 watts of diesel than to proceed with the steam installation. We reduced our request.

INSTALLATION AT ST. CROIX

Chairman HAYDEN. When are you going to make this installation for St. Croix?

Dr. BARTLETT. Not at the present time. It would be another 2 or 3 years away, probably about 1964 or 1965.

Chairman HAYDEN. That will be when there will be an increase in the demand?

Dr. BARTLETT. That is right. It has been pointed out the growth has been explosive. It is growing better than 20 percent a year, which is higher than the normal growth here in the United States which runs about 7 or 8 percent.

CONTRIBUTIONS, VIRGIN ISLANDS CORPORATION

Chairman HAYDEN. The budget estimate for "Contributions, Virgin Islands Corporation," for fiscal year 1963 is $185,000, a decrease in funds available during fiscal year 1962 of $484,000. However, the funds available in fiscal year 1962 were derived by transfer from internal revenue collections for the Virgin Islands.

The justifications for this request will be placed in the record.

(The justifications referred to follow.)

The principal purpose of the Virgin Islands Corporation is to improve agriculture and develop the economy of the Virgin Islands, consisting of St. Croix, St. Thomas, and St. John.

All agricultural programs are carried out on the island of St. Croix which is the only area suitable for large-scale farming operations. The major activities are the growing of sugarcane, the processing and sale of raw sugar, and a forestry and livestock improvement program. In addition loans are made available to farmers for growing sugarcane or other agricultural products.

The Corporation is solely responsible for the generation and distribution of electric power. This affects the economy of all three islands. Included in this program is a salt water distillation plant for St. Thomas.

During the past year a 3,125-kilowatt steam turbine generator was installed in conjunction with the salt water distillation plant at St. Thomas. A 2,216-kilowatt diesel generator was also installed at St. Croix. These equipments are essential for the increasing economic growth of the islands, particularly the expansion of tourism.

The principal goal for 1963 fiscal year is the installation of one 5-megawatt steam turbine and two 3-megawatt diesel generators to meet the increasing power demand which continues at a rate of over 20 percent per year. The probable appropriations and expenditures for the 3 succeeding years after the budget year are as follows:

[In thousands of dollars]

	1964	1965	1966
Sugar program	100	100	100
Power program	5,000		7,000
Total appropriations	5,100	100	7,100

The only language change in 1963 is a request to increase the limitation on administrative expenses from $180,000 to $200,000. This increase is required for the salary of an administrative assistant to the President.

Contributions, Virgin Islands Corporation

Appropriation, 1961	$691,000
Available, 1962 [1]	669,000

SUMMARY OF DECREASES, 1963

Funds requested represent a decrease of $484,000 as compared with the amount available in the current year, $394,000 of which is applied to operating losses, and the balance of $90,000 to the water and soil conservation and forestry programs	−484,000
Net change, 1963	−484,000
Budget estimate, 1963	185,000

[1] Derived by transfer from "Internal Revenue Collections for Virgin Islands" (75 Stat. 263).

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Operating losses	$561,000	$539,000	$145,000	−$394,000
2. Programs not predominantly of a revenue-producing character	130,000	130,000	40,000	−90,000
Total	691,000	669,000	185,000	−484,000

1. Operating losses

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Operating losses	$561,000	$539,000	$145,000	−$394,000

The estimate of $145,000 is a decrease of $394,000 as compared to the amount available in the current year. During fiscal 1961 the Corporation sustained losses of $46,000 in its sugar operations due to sale of sugar produced at lower prices than which it was purchased; $91,000 in power operations due to delayed maintenance, a fire, and an explosion in the St. Croix powerplant; and $33,000 in other activities. These losses were partially offset by a profit of $25,000 in land sales. The funds requested to cover these losses are essential to replenish operating capital and thereby maintain a sound cash position.

2. Programs not predominantly of a revenue-producing character

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Water and soil conservation	$100,000	$100,000	$10,000	−$90,000
(b) Forestry program	30,000	30,000	30,000	
Total	130,000	130,000	40,000	−90,000

The estimate of $40,000 represents a reduction of $90,000 as compared to the amount available for these programs in the current year. These funds will be used principally for the forestry program. This includes the establishment of permanent forest cover on suitable land without encroaching upon the demands of other aspects of proper land use. The program covers planting of desirable forest species such as mahogany and teak, the management of established timber areas, and the utilization of forest products. The balance of the funds requested will be used for experimental plantings of fruit and nut trees to determine their commercial value, and for pasture management and livestock improvement.

BREAKDOWN OF ESTIMATE

Chairman HAYDEN. What are you going to do with the $185,000?

Dr. BARTLETT. This is an appropriation for the losses incurred during the year. The amount of $145,000 is for losses and $30,000 is for the continuation of the forestry program and $10,000 is for the livestock program.

Chairman HAYDEN. There will be placed in the record the justification for $3,300,000 for the revolving fund, Virgin Islands Corporation.

(The justifications referred to follow:)

Revolving fund, Virgin Islands Corporation

Appropriation, 1961	$2,538,000
Appropriation, 1962	881,000

SUMMARY OF INCREASES AND DECREASES, 1963

Operating capital: No funds requested in budget year	−611,000
Minor capital improvements: To provide funds to replace old equipment used in sugar operations	+30,000
Power program: To provide funds for the expansion of power distribution facilities on all islands, including the purchase and installation of one 5,000-kilowatt steam turbine and two diesel generators	+3,000,000
Net change, 1963	+2,419,000
Budget estimate, 1963	3,300,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Operating capital	$198,000	$611,000		−$611,000
2. Minor capital improvements	100,000	70,000	$100,000	+30,000
3. Power program	2,240,000	200,000	3,200,000	+3,000,000
Total	2,538,000	881,000	3,300,000	+2,419,000

Minor capital improvements.—An appropriation of $100,000 is requested for the replacement of equipment needed in connection with sugar operations. The major equipment items to be replaced in the field operations are cane loaders which are now over 8 years of age. Capital improvements in the sugar factory will be confined to replacements of miscellaneous equipment.

Power program.—An appropriation of $3,200,000 is requested for this program which will provide for the following:

Power distribution facilities, $250,000; Electric power consumption continues to grow at an extraordinary rate. The expansion of power distribution facilities on all islands is necessary to keep pace with the substantial amount of new construction which is in progress throughout the islands. Continual expansion and rehabilitation of the distribution systems is required.

Steam turbine, $2,150,000: This request is submitted to finance the purchase and installation of a 5,000 kilowatt steam turbine, including electrical switchgear and engineering services, on the island of St. Thomas. Because of the substantial increase in electrical power usage in the Virgin Islands, this new steam generator should be available to meet the anticipated power needs as of December 1963.

The power growth in St. Thomas reached 5,140 kilowatts in January 1961, an increase of more than 20 percent over the previous year. This trend has been steady for a number of years which means that by the end of 1963 St. Thomas will require in excess of 8,000 kilowatts.

The power growth on St. Croix has begun to reach the growth experienced in St. Thomas over the past few years. In 1959 the growth was slightly more than 22 percent, and, on the basis of new hotels, industrial facilities, and a general increase in usage, the generating capacity needed to meet such growth will probably double in the next 4 years. The Corporation, as the only producer and supplier of electric power in the Virgin Islands, has a responsibility to satisfy the power needs of a growing community and a rapidly expanding economy. Peak power loads exceeded 5,370 kilowatts in St. Thomas and 3,100 kilowatts in St. Croix in 1961.

Diesel generators, $800,000: There is expected to be not less than $400,000 of unexpended funds from the steam turbine salt water distillation plant, St. Thomas. The anticipated savings from this project will be used to purchase a 3-megawatt new diesel unit for St. Thomas which does not include installation and housing. The $800,000 additional requested in the budget year will provide for the following:

Construction of a building to house the new unit for St. Thomas and install it	$200,000
One 3-megawatt diesel unit for St. Croix (including installation)	600,000

LANGUAGE CHANGE

It is requested that the limitation on administrative expenses be increased to $200,000. This is an increase of $20,000 over the current authorization, and is required because of the expanding power program and the operation of a new salt water distillation plant. The authorized increase in travel expenses will also have to be absorbed in this limitation as well as general increases in our salary levels.

The President of the Corporation requires assistance with the many administrative duties he has to perform. The next officer in line is the Comptroller, who is responsible for all fiscal matters.

The Corporation has extensive programs in two islands and the workload, public relations and liaison with the Virgin Islands Government requires that the President have a representative on the island other than that on which he resides.

VICORP manages property in St. Thomas known as the Marine Air Corps Facility covering about 300 acres, with several buildings of all types, including hotels. The property belongs to the Navy but is held by the Interior Department under an interim or use permit. Interior, in turn, has turned its management over to VICORP.

ADMINISTRATIVE EXPENSES

Authority is requested to expend $200,000 in fiscal year 1963 incident to the operation of the Virgin Islands Corporation, broken down as follows:

Administrative expenses by objects

[In thousands]

	1961 actual	1962 estimate	1963 estimate
Total number of permanent positions	640	594	662
Full-time equivalent of other positions	187	147	165
Average number of all employees	827	741	827
Number of employees at end of year	639	690	700
Average salaries of ungraded positions	$2,271	$2,334	$2,269
11 Personnel compensation:			
Permanent positions	1,359	1,361	1,474
Positions other than permanent	204	160	180
Other personnel compensation	47	32	35
Excess of annual leave earned over annual leave taken	18	12	12
Total personnel compensation	1,628	1,565	1,701
Deduct portion not chargeable to limitation	1,504	1,433	1,549
Net personnel compensation	124	132	152
21 Travel and transportation of persons	15	15	17
23 Rent, communications, and utilities	11	9	9
25 Other services	17	17	17
26 Supplies and materials	4	5	4
41 Grants, subsidies, and contributions	1	2	1
Total accrued administrative expenses—costs	172	180	200

Chairman HAYDEN. All right, Dr. Bartlett, we thank you.

Dr. BARTLETT. Thank you, Mr. Chairman, for this opportunity.

OFFICE OF TERRITORIES

STATEMENT OF RICHARD F. TAITANO, DIRECTOR; ACCOMPANIED BY VINCENT A. GIRARDI, BUDGET AND FINANCE OFFICER

ADMINISTRATION OF TERRITORIES

Chairman HAYDEN. Our next witness is Richard F. Taitano, Director, Office of Territories.

The fiscal year 1963 budget estimate for administration of territories is $15,478,000, an increase of $5,144,000 over the amount available in fiscal year 1962. Of this increase, $2,579,000 was sent to Congress on February 7, after submission of the regular 1963 budget. This is the portion of the estimate requested for establishing a program of educational television in American Samoa. The justifications for the entire budget request will be printed in the record.

(The justifications referred to follow:)

HIGHLIGHT STATEMENT

The major purpose of the Office is to carry out its responsibility to assist in guiding the growth of the non-self-governing areas toward full economic and political maturity. Included in this program are the Virgin Islands, Guam, and American Samoa. The activity of the Trust Territory of the Pacific Islands which is also under the supervision of the Office of Territories is reported separately in this presentation. In addition, the Office of Territories has administrative jurisdiction over Canton and the neighboring islands. All of these areas are in different stages of political and economic development. They are encouraged to and are constantly moving toward a greater degree of home rule and economic development.

The economy of American Samoa should improve due to the development of tourism in the South Pacific because of increased international air service activity; continuing heavy production at the tuna cannery, and the jet runway construction which is now nearing completion. The scheduled meeting of the Fifth South Pacific Commission Conference in American Samoa in July 1962, which will be attended by delegates from 17 Pacific territories, also will focus attention on and interest in this area, as it will be the first time that an American territory has been the site of this Conference.

In the budget year, it is contemplated that the programs for American Samoa will be greatly accelerated to continue the trend begun in the current year. The primary objectives of this speedup is to (1) give the youth of American Samoa the best educational opportunities by providing adequate school and equipment facilities; (2) promote economic development by greatly accelerated road improvements and increased electric power capacity.

Tourism in the Virgin Islands has continued to increase, resulting in a marked rise in governmental revenues which has led to expanded governmental services and public works construction. The government of Guam continued to improve the facilities and services which are provided to the residents of the island.

Administration of territories

Appropriation, 1961	$3, 321, 000
Appropriation, 1962	10, 334, 000
Summary of increases and decreases, 1963:	
Virgin Islands: To provide for operating expenses of the Governor's office, the legislature, and the Comptroller's office	−1, 015
Guam: To provide funds for operating costs of the Governor's office and the legislature	−23, 550
American Samoa: Net increase is $2,569,600, the greater portion, or $2,508,450, is for grants due to an accelerated program involving considerable expansion of educational and medical facilities, including construction of schools, hospitals, employee housing, and purchase of equipment	+2, 569, 600
Canton Island administration: To provide for costs, mainly salaries, of operating the school for employees' children	+315
General administration: Additional funds required for increased travel to field areas, and other related operating costs of the Washington office	+19, 650
Net change, 1963	+2, 565, 000
Budget estimate, 1963	12, 899, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Virgin Islands:				
(a) Governor's office	$80, 856	$84, 915	$86, 000	+$1, 085
(b) Legislative expense	11, 027	12, 600	13, 000	+400
(c) Comptroller's office	161, 996	227, 500	225, 000	−2, 500
2. Guam:				
(a) Governor's office	115, 318	104, 250	80, 000	−24, 250
(b) Legislative expense	24, 435	23, 300	24, 000	+700
3. American Samoa:				
(a) Governor's office	78, 742	99, 300	139, 600	+40, 300
(b) Legislative expense	31, 204	30, 800	30, 000	−800
(c) Chief justice and high court	39, 003	45, 350	67, 000	+21, 650
(d) Grants	2, 486, 800	9, 429, 950	11, 938, 400	+2, 508, 450
4. Canton Island administration	12, 024	20, 685	21, 000	+315
5. General administration	260, 623	255, 350	275, 000	+19, 650
Unobligated balance	18, 972			
Total	3, 321, 000	10, 334, 000	12, 899, 000	+2, 565, 000

1. VIRGIN ISLANDS

(*a*) *Governor's office, $86,000.*—The estimate represents an increase of only $1,085 over the amount available in the current year, $935 for personnel compensation and benefits and $150 for travel. The expenses of this office are distributed as follows:

Personnel compensation and benefits	$82, 262
Travel and transportation of persons	3, 738

(*b*) *Legislative expense, $13,000.*—This activity will continue at approximately the same level as for the current year. The funds requested are required to pay the salaries of 11 legislators at $600 per annum, in addition to their per diem and travel expenses, as authorized in the Revised Organic Act of the Virgin Islands.

(*c*) *Comptroller's office, $225,000.*—The estimate is $2,500 less than funds available in 1962, as this activity will continue at approximately the current year level. Expenditures of the office are distributed as follows:

Personnel compensation and benefits	$197, 120
Travel and transportation of persons	11, 000
Transportation of things	2, 380
Rent, communications, and utilities	5, 000
Printing and reproduction	500
Other services	3, 000
Supplies and materials	3, 000
Equipment	3, 000
Total estimate	225, 000

2. GUAM

(*a*) *Governor's office, $80,000.*—The estimate is $24,250 less than the amount available for this activity in the current fiscal year. There is a decrease of $27,639 for personal services and benefits due to the fact that three positions heretofore financed with Federal funds are to be paid out of local funds in fiscal 1963, this is offset by a net increase of $3,389 in other objects.

(*b*) *Legislative expense, $24,000.*—This activity will continue at approximately the same level as for the current year. The legislature meets annually in regular sessions for 60 days and in special sessions not to exceed 14 days, as authorized under section 18 of the organic act. The estimate covers the expense of 21 members at the rate of $15 per day for each member.

3. AMERICAN SAMOA

(*a*) Governor's office	$139, 600
(*b*) Legislative expenses	30, 000
(*c*) Chief justice and high court	67, 000
(*d*) Grants	11, 938, 400
Total estimate	12, 175, 000

The estimate of $12,175,000 for the fiscal year 1963 represents a net increase of $2,569,600 over the amount allotted during the current fiscal year. The increase in the office of the Governor is due primarily to the proposed hiring of four additional stateside personnel and one local employee to adequately handle the workload in the executive office. Legislative expenses are about the same and additional costs in the chief justice and high court division are in connection with the addition of an associate judge, his travel, and lawbooks for the new incumbent's office. The portion for grants has more than doubled due to an accelerated program planned for this territory, involving large increases in school buildings and equipment to give the youth of Samoa the best educational opportunities, salary adjustments in the education and medical departments to retain local employees and attract the best grade of contract employees for the more skilled positions.

Anticipated revenue of $1,100,000 will help defray a small portion of the above expense.

The territory of American Samoa is comprised of seven islands which are divided into the eastern and western districts on Tutuila and the Manu'a district which covers the outlying islands. The well-protected harbor of Pago Pago is situated on the south side of Tutuila, the largest of the islands, which has the small island of Aunu'u located at its southeastern tip. To the east of Tutuila, a

distance of 60 miles, are the three islands of the Manu'a group, consisting of Ofu, Olosega, and Ta'u. The seat of government is located in the Pago Pago Bay area. This area contains one-fifth of the island group's 20,000 population. Swains Island, with a population of 106, is located due north at a distance of 240 miles and small, uninhabited Rose Island is 60 miles eastward of the Manu'a group. American Samoa comprises 76.1 square miles of land, the larger portion of which is mountainous.

The population of American Samoa was listed at 5,679 in 1900 when the United States assumed its administration. The population, according to the 1960 census, is now 20,045. Farming methods at the beginning of the century were adequate enough for the population at that time, using local primitive methods. Samoa today is clearing land clear to the tops of the hills in order to find soil suitable for raising bananas and taro, which in addition to breadfruit is the staple diet of the Samoans.

The government of American Samoa is divided into three branches—the executive, legislative, and judicial. Salaries and expenses of these branches are considered to be a Federal responsibility. Funds for other expenses that are involved in the administration of the government are derived from a grant, appropriated by the Congress of the United States, and funds from local revenues. Funds requested for each branch of the government are justified as follows:

Summary, fiscal year 1963

Object class	Direct appropriation			Grants		
	Governor's office	Legislature	Chief justice, high court	Administration and operation	Construction	Total estimate
11 Personnel compensation:						
Stateside	$87,220		$44,849	$809,463		$941,532
Samoan	10,780	$16,550	6,673	1,985,006		2,019,009
Terminal leave				16,791		16,791
12 Personnel benefits	5,000	500	2,930	78,595		87,025
Total	103,000	17,050	54,452	2,889,855		3,064,357
21 Travel and transportation of persons	20,800	8,150	6,200	121,060		156,210
22 Transportation of things	4,300	50	2,100	78,175		84,625
23 Rent, communications, and utilities	500	100	180	17,980		18,760
24 Printing and reproduction	2,000	1,000	150	7,255		10,405
25 Other services	2,500	900	200	111,970		115,570
26 Supplies and materials	2,500	1,750	218	837,505		841,973
31 Equipment	4,000	1,000	3,500	690,050		698,550
41 Grants, subsidies, and contributions				126,100		126,100
32 Lands and structures					$8,158,450	8,158,450
Total	139,600	30,000	67,000	4,879,950	8,158,450	13,275,000
Estimated income				1,100,000		1,100,000
Total estimate	139,600	30,000	67,000	3,779,950	8,158,450	12,175,000

(*a*) *Governor's Office.*—It is estimated that $139,600 will be needed for the operating expenses of the Governor's office. This is $40,300 higher than the amount available in fiscal year 1962. The increase is due to activation of four additional Federal positions and three local positions; namely: a special assistant confidential assistant to the secretary, a legislative counsel, and clerk-typist, plus a local senior account clerk and administrative clerk as well as reclassification of present confidential secretary to the Governor from grade 9 to 11 and present clerk-typist from grade 4 to 5, also travel of four new stateside employees involved.

The Governor of American Samoa, as chief executive of the territory has duties involving the supervision and general direction of administrative agencies and instrumentalities of the local government. The Governor has the authority, with the approval of the Secretary of the Interior, to formulate and execute territorial policies. All bills and resolutions of the legislature of American Samoa are presented to the Governor for his approval or veto. In addition, the Governor acts on behalf of U.S. Federal agencies, such as the Passport and Visa Division of the Department of State. He also maintains contact with other Federal agencies through the Department of the Interior. The chief executive of this territory is assisted by the Secretary of American Samoa in handling the various

executive duties, the latter serving thus as Lieutenant Governor. The secretary acts as Governor during the absence of the chief executive or when the latter position becomes vacant.

The expenses of this office are distributed as follows:

	1962 estimate	1963 estimate	Difference
Personnel compensation	$61,372	$98,000	+$36,628
Personnel benefits	3,103	5,000	+1,897
Travel and transportation of persons	19,800	20,800	+1,000
Transportation of things	4,025	4,300	+275
Rent, communications and utility services	500	500	
Printing and reproduction	2,000	2,000	
Other services	2,500	2,500	
Supplies and materials	2,500	2,500	
Equipment	3,500	4,000	+500
Total estimate	99,300	139,600	+40,300

(*b*) *Legislative expense.*—The estimate of $30,000 is $800 less than the current fiscal year due to procurement of essential equipment during the previous year.

The Legislature of American Samoa consists of two groups, the senate and the house of representatives. The former has 15 members and the latter consists of 18 officials. Members of the senate are elected to office through the vote of Samoan village councils, which is done along traditional lines. As the eastern and Manu'a districts have five counties each and the western only four, the latter is permitted to choose one extra senator. This plan is rotated by the counties in the western district. Members qualifying for the house of representatives are elected by the people by secret ballot. The majority of the counties are represented by one representative with the exception of one county in the bay area of the eastern district and one in the western district which are more heavily populated, thus permitting the bay area county to have three representatives and the western county is granted two. The legislature meets annually in a major session plus special sessions that are ordered convened by the Governor, after due consultation with the senate president and speaker of the house. Swains Island has a delegate in the House.

Both the senate president and speaker of the house are elected by their associates. In accordance with terms of the new constitution, all members receive a maximum of $300 each yearly.

The expenses of this office are distributed as follows:

	1962 estimate	1963 estimate	Difference
Personnel compensation	$17,050	$17,050	
Travel and transportation of persons	8,150	8,150	
Transportation of things	200	50	−$150
Rent, communications, and utilities	100	100	
Printing and reproduction	1,000	1,000	
Other services	900	900	
Supplies and materials	1,900	1,750	−150
Equipment	1,500	1,000	−500
Total estimate	30,800	30,000	−800

The amount requested for personal services is distributed as follows:

Senate, 15 members, $5 a day for a maximum of 60 days	$4,500
House of representatives, 17 members and 1 delegate from Swains Island, $5 a day for a maximum of 60 days	5,400
Employees engaged on a per diem basis during sessions	7,150
Total personnel compensation	17,050

(*c*) *Chief justice and high court.*—The estimate of $67,000 for this activity in 1963 is $21,650 higher than fiscal year 1962. Most of the increase involved is in obtaining an associate justice for American Samoa, transportation and travel of this official and his family, and procurement of office equipment and lawbooks for same.

The judicial system of American Samoa comprises a high court and five district courts. The high court, with jurisdiction throughout the islands, has an appellate,

a trial, and a probate division. Appeals may be taken from the district courts and the trial and probate divisions of the high court to the appellate division of the high court.

The judicial branch of the government is under the general supervision of the chief justice of American Samoa. It is independent of the executive and legislative powers by express constitutional provision.

Samoan judges sit on all courts with the exception of the probate division of the high court in the first instance. Presently the judiciary is composed of the chief justice and four Samoan judges.

The high court and each of the district courts has a clerk and a marshal. The clerk of the high court serves as court reporter. He is also the clerk of the court for the first district, registrar of titles, registrar of vital statistics, secretary of the land commission, and the archivist for the government. He issues marriage licenses. In addition he performs the functions usually performed by a county recorder in the United States.

The deputy clerk of the high court is the interpreter for the high court and the district court for the first district. The marshal of the high court serves as the marshal of the district court for the first district. Presently, with the exception of the chief justice and the clerk of the high court, both of whom are from the United States, all court personnel in American Samoa are Samoans.

The Samoan judges and also the clerks and marshals of the various district courts, except the district court for the first district, are paid from local funds.

During the fiscal year ending June 30, 1961, 357 persons were tried on criminal charges in the various courts and 209 civil cases were disposed of by them.

The expenses of this office are distributed as follows:

	1962 estimate	1963 estimate	Difference
Personnel compensation	$35,698	$51,522	+$15,824
Personnel benefits	1,902	2,930	+1,028
Travel and transportation of persons	4,800	6,200	+1,400
Transportation of things	1,450	2,100	+650
Rent, communications, and utilities	150	180	+30
Printing and reproduction	150	150	
Other services	200	200	
Supplies and materials	200	218	+18
Equipment	800	3,500	+2,700
Total estimate	45,350	67,000	+21,650

(*d*) *Grants.*—The estimate for this activity for the fiscal year 1963 is $11,938,400, an increase of $2,508,450 over the current fiscal year.

Operating costs of the government of American Samoa are met by grants appropriated by the Congress of the United States which is partially supplemented by local revenue. Operating costs of the government for fiscal year 1963, excluding direct Federal obligations for the Office of the Governor, the legislature, and the judiciary is estimated to be $13,038,400. This amount includes $4,879,950 for general administration and maintenance of facilities, and $8,158,450 for construction of schools, quarters for new employees, road paving and construction, and major utilities improvements. Revenues for fiscal year 1963 are estimated to be $1,100,000. This amount would have to be supplemented by a Federal grant of $11,938,400 to meet the above costs.

The following statements outline the costs of governmental functions for fiscal year 1961, the current year and budget years.

	Actual, 1961	Estimate, 1962	Estimate, 1963	Difference + or −
Health, education, and welfare:				
(a) Public information	$10,033	$22,469	$14,550	−$7,919
(b) Department of education	404,612	928,359	1,581,700	+653,341
(c) Medical services department	504,685	796,507	909,200	+112,693
(d) Public defender	4,863	6,689	6,850	+161
(e) Public safety and legal affairs	79,305	113,809	137,450	+23,641
(f) Local judicial	5,731	7,600	8,400	800
Total, health, education, and welfare	1,008,869	1,875,433	2,658,150	+782,717
Economic and industrial development:				
(a) Department of agriculture	47,477	92,414	211,500	+119,086
(b) Local government department	40,960	70,073	78,650	+8,577
Total, economic and industrial development	88,437	162,487	290,150	+127,663
Operations and maintenance:				
(a) Communications	73,960	79,699	94,500	+14,801
(b) Public works department	524,570	867,786	1,030,950	+163,164
Total, operations and maintenance	598,530	947,485	1,125,450	+177,965
General administration:				
(a) Audit office	17,272	17,901	22,350	+4,449
(b) Budget and finance department	212,409	295,234	579,650	[1]+284,416
(c) Executive office operations	16,700	24,800	16,700	−8,100
(d) Personnel office	54,990	109,275	74,000	−35,275
(e) Port administration	62,267	89,555	88,500	−1,055
(f) Interisland water transportation		25,000	25,000	
(g) Social security		65,000		−65,000
Total, general administration	363,638	626,765	806,200	+179,435
Total, operating costs	2,059,474	3,612,170	4,879,950	+1,267,780
Construction	1,306,800	6,917,780	8,158,450	+1,240,670
Total cost of government	3,366,274	10,529,950	13,038,400	+2,508,450
Less: Local revenue	879,474	1,100,000	1,100,000	
Total grants	2,486,800	9,429,950	11,938,400	2,508,450

[1] Of this increase, $254,000 is for motor vehicles for all departments of the local government and not for this particular activity.

Summary of operating costs by object class

Object class	Actual, 1961	Estimate, 1962	Estimate, 1963
11 Personnel compensation:			
Stateside	$292,337	$396,909	$809,463
Samoan	953,409	1,530,128	1,985,006
Terminal leave	17,170	34,966	16,791
12 Personnel benefits	19,065	65,000	78,595
Total, personal services	1,281,981	2,027,003	2,889,855
21 Travel and transportation of persons	41,722	80,220	121,060
22 Transportation of things	9,625	43,900	78,175
23 Rent, communications, and utilities	10,283	13,700	17,980
24 Printing and reproduction	1,205	3,025	7,255
25 Other services	45,785	151,025	111,970
26 Supplies and materials	543,557	709,967	837,505
31 Equipment	90,519	562,030	690,050
41 Grants, subsidies, and contributions	34,797	21,300	126,100
Total operating costs	2,059,474	3,612,170	4,879,950
Less: Receipts applied	879,474	1,100,000	1,100,000
Net operating costs	1,180,000	2,512,170	3,779,950

Statement of revenue by sources

	1961 actual	1962 estimate	1963 estimate
Department of agriculture:			
Experimental farm	$5,906	$6,500	$6,500
Inspection permits	222	200	200
Total	6,128	6,700	6,700
Department of budget and finance:			
Profit on Sales	10,476	17,000	17,000
Hotel [1]	34,207	40,000	10,600
Print shop	8,147	8,000	8,000
Bus operations [1]	23,165	25,000	2,000
Rents and leases	77,822	85,000	85,000
Other	13,758	6,000	6,000
Total	167,575	181,000	128,600
Department of medical services:			
Hospital Care and Nursing	21,049	20,000	20,000
Laundry	855	1,500	1,500
Other	1,581	1,800	1,800
Total	23,485	23,300	23,300
Communications: Radiograms	32,766	40,000	40,000
Department of education: Book program	12,139	12,000	12,000
Department of public works:			
Electricity	140,437	140,000	140,000
Telephone	6,916	5,000	5,000
Water	11,777	11,000	11,000
Rock crusher	562	5,000	500
Other	33,255	10,000	5,000
Total	192,947	171,000	161,500
Department of port administration:			
Import and export duties	394,113	460,000	460,000
Customs and harbor charges	32,557	40,000	40,000
Piers and docks	34,175	40,000	40,000
Harbor craft operations	5,417	6,000	6,000
Aircraft landing charges	3,192	4,000	4,000
Other	1,601	1,500	1,500
Total	471,055	551,500	551,500
General revenue not applicable to departments:			
Court fees and fines	4,458	4,000	4,500
Licenses	18,655	20,000	20,000
Travel permits	5,596	7,500	8,900
General personal taxes	40,300	20,000	45,000
Petroleum products tax	5,198	10,000	10,000
Business tax	84,368	50,000	85,000
Other	3,743	3,000	3,000
Total	162,318	114,500	176,400
Grand total	1,068,413	1,100,000	1,100,000

[1] Net revenue over operating cost to be operated on revolving fund basis, exclusive of capital investment.

Health, education, and welfare, $2,658,150

Public information	$14,550
Department of education	1,581,700
Department of medical services	909,200
Public defender	6,850
Public safety and legal affairs	137,450
Local judicial	8,400
Total	2,658,150

Public information, $14,550.—The sum of $14,550 is required for fiscal year 1963. This represents a net decrease of $7,919. This decrease is due to a reduction in equipment needs, a new broadcasting transmitter having been purchased during the current fiscal year.

Public information publishes a daily mimeographed press news during working days of each week, consisting of press news received over teletype for which it pays UPI press rates of $1,500 annually. A mimeographed summary of general news in the Samoan language is printed weekly for distribution in Samoan villages. There is also a government news journal which is printed quarterly. News, as well as general government information is broadcast during week days over the local radio station. Coverage also includes speeches at ceremonies, official functions, and musical programs.

Department of education, $1,581,700.—The amount needed for fiscal year 1963 totals $1,581,700, or an increase of $653,341 over the present fiscal year. Qualification for school entrance by age has been lowered to 6 years and the increasing number of students in school has now reached the junior high school level. This will result in over 7,000 students, or one-third of the island's population attending school. In addition, an increased enrollment in the local Dependents School due to FAA facilities in connection with the new jet airfield and plans to upgrade school standards at all levels by providing full-time principals in large elementary and junior high schools is scheduled. Supervision in these schools will be done by stateside personnel. With these plans and a determined effort to improve the English language instruction program in order to provide a high school education for all ninth grade graduates instead of the present 25 percent, it is necessary to increase the teaching staff. This will involve 44 more U.S. employees at a cost of $285,000, plus an increase in travel and transportation of things, totaling $62,000. The increase in employees will include 10 junior high school supervising teachers, 6 village school supervisors, 1 English language specialist, 1 textbook specialist, 2 more teachers in Dependents School, 1 business manager, 1 teacher training college instructor, 13 more high school teachers, 7 more vocational school teachers, a library supervisor, and an adult education supervisor. Needs for more local positions include: 40 Samoan schoolteachers, 4 library assistants, and 7 clerks, as well as a typist. An additional 30 positions for Samoan schoolteachers are also requested on a temporary basis so that present teachers without a high school education or teacher-training college education may be returned to the high school and/or teacher-training college to complete their education and improve their teaching abilities.

Personal service costs in this budget for education have been more than doubled over the current year. Costs for hiring 44 stateside and 82 local employees amounts to $408,000. An amount of $251,000, which includes $15,000 per diem for outer island teachers and $236,000 to reclassify all contract and local teachers, plus increments for the educational staff, is listed. The supply costs have increased by $103,000 to procure school supplies for the three new high schools, five junior high and consolidated village schools. It includes new books for grades 1, 2, and 3 which should be serviceable for 5 years; replacement of other books and a book stock for the school library; technical magazines; cooking supplies for the over 50 elementary and junior high schools lunch program; paper to be used for preparation and publication of 2 local cultural textbooks used in classwork. Equipment costs are $39,200 this year. It is also requested that the scholarship program be increased $35,200, which will cover costs of the 5 fourth-year college students, 11 third-year, 16 second-year, and 20 first-year, at $800 per person plus travel of the last 10 and 2 returning graduates, as well as travel for 2 Samoan degree teachers or administrative personnel for further study in Hawaii.

Pupil enrollment for 1963 is expected to approximate 7,000 in the public schools at a cost of $220 for each student. There is an additional 1,644 in the private schools over which the department of education has jurisdiction for maintaining standards, but not for providing financial support. Pupil cost is quite reasonable compared to the $230 pupil cost in Hawaii and the $340 pupil cost based on the U.S. average expenditure. If the construction program for secondary education is approved, all students of the ninth grade level will be provided with an opportunity to attend high school.

Medical services department, $909,200.—The sum of $909,200 required this fiscal year is an increase of $112,693 over the present fiscal year 1962. The sum of $10,020 is reflected in FICA costs. About 30 percent of the increase is in personal services. This includes hiring an additional stateside dentist, a registered nurse, and a medical statistician. It also includes hiring 85 additional Samoan personnel required to efficiently staff the hospital, as well as 30 more positions in the student nurse training group. The latter increase will provide an adequate future source of supply of Samoan nurses. Other personal services costs include reclassification of all doctors and the hospital administrator's position, as well as a number of local personnel, regular increments, terminal leave for outgoing personnel, and

overtime. It will be necessary to hire a repairman from Hawaii on a temporary basis to repair the X-ray equipment this year. With over a 100-percent increase contemplated for contract personnel and families as well as incoming FAA personnel and the increasing number of tourists, it is necessary to likewise increase medicinal supplies by 33½ percent, an increase in supplies for the dental program, supplies and materials for nurse training classes, publishing of nurse training manuals, more X-ray film, food supplies, and medical supplies for the continuance of planned health programs. The latter include: (1) Immunizations, (2) TB program, (3) iron program-oral prophylactic, (4) public health work in villages, and (5) polio program, as well as extensive spraying and village cleanup. A new garbage disposal program is also underway. Equipment needs reflect a $110,000 increase. Because of a change in planning it is contemplated to activate a landfill system of garbage disposal. The $65,000 appropriated for an incinerator in fiscal year 1962's deficiency appropriation will be applied to this cost. Also involved are an insecticide mixing tank, spray tanks, insecticide fogging machine, high-pressure sprayers, two generators, three sterilizers, beds, mattresses, assorted furniture, stoves and refrigerators for dispensaries, two mechanical chlorinators, water transfer pump, chlorine test kits, cyclone fence, portable X-ray machine, film-processing tank, film drier, replacement old laboratory equipment, technical books for nurse training, steam pressure ovens for kitchens, three typewriters, two office desks, mimeograph, and two dictaphones. A scholarship program costing $17,100 this year is proposed for the purpose of sending two students to the United States to become doctors of medicine, one for doctor of dental surgery, one sanitary engineer or sanitarian, and a laboratory technician. It is also planned to send three nurses to the United States for a year's training in either obstetrics, pediatrics, nursery, TB, or OR and also to send three medical practitioners or other hospital personnel to seminars in other islands or territories, or to medical instruction meetings in various points of the South Pacific for which this government had no funds budgeted in previous years.

Public defender, $6,850.—The estimate for fiscal year 1963 is $6,850, an increase of $171 over the current year. The increase consists of FICA costs and salary increments. This activity employs a lawyer from Western Samoa on a part-time basis to represent defendants in all criminal cases. This official likewise acts as counsel for the people of American Samoa. It is less expensive to obtain the services of a qualified lawyer from neighboring Western Samoa for such purposes. The local staff includes a specially trained Samoan, also a typist.

Public safety and legal affairs, $137,450.—The estimate for fiscal year 1963 is $137,450, an increase of $23,641 over the current fiscal year. The increase is largely connected with payment of overtime for police and firemen, salary increments, and hiring of a statesider to fill the new position of public safety officer. The latter position involves supervision and training of personnel in the police and fire department and administration of the prison, thus relieving the attorney general for more important legal work. Funds are also included to employ a stateside lawyer for a period of 6 months to codify the law of American Samoa, plus costs of having same reprinted. It has been found necessary to establish a police mess to provide one hot meal per shift for policemen who travel some distance to stand duty at the police station and remain there for periods up to 24 hours. Other additional costs include procurement of four typewriters, an adding machine, new police uniforms, a hydraulic expander, hose storage, and other firefighting tools.

The attorney general heads this department and is chief legal officer of the government. His duties also include immigration matters, plus incorporating all amendments into the Code of American Samoa, and their dissemination. During fiscal year 1961 a total of 293 complaints were handled and 210 cases prosecuted. A total of 264 persons were convicted, 15 acquitted, and 20 nolle prosequis were entered. A total of 36 complaints were annulled and 12 yet remain open—either under investigation or unsolved. There are 51 policemen in the police division and 8 firemen in the firefighting division. The latter unit is equipped with three fire engines and a single two-man pump. The local prison had an average of 15 confined prisoners during the past fiscal year. Of this group, several prisoners are assigned to the prison farm where taro, breadfruit, and bananas are grown to supplement the prison fare.

Local judicial, $8,400.—The estimate for fiscal year 1963 is $8,400, which represents an increase of $800 over the current fiscal year. The increase is mainly for FICA costs and a small increase for travel costs to hear court cases in the outlying islands.

There are five district courts: One for Ituau and Mauputasi Counties and Swains Island; one for Ofu and Olosega Counties in Manu'a; and one for Faleasao,

Fitiuta, and Ta'u Counties, also in Manu'a; one for Lealataua, Leasina, Tualatai, and Tualauta Counties; and one for Sua, Vailfanua, and Sa'ole Counties. There is also the high court which has territorial jurisdiction throughout the islands. The high court has an appellate division, a trial division, and a probate division. Each court has a clerk and a marshal. Presently, with the exception of the chief justice and the clerk of the high court, both of whom are from the United States, all court personnel are Samoan. During the fiscal year ending June 30, 1961, a total of 357 persons were tried on criminal charges in the various courts and 209 civil cases were disposed of by them.

The following is a distribution of the expenses of the Office of Health, Education, and Welfare:

Personnel compensation	$1, 829, 130
Personnel benefits	47, 845
Travel and transportation of persons	76, 450
Transportation of things	57, 375
Rent, communications, and utilities	1, 695
Printing and reproduction	5, 805
Other services	13, 330
Supplies and materials	439, 240
Equipment	119, 680
Grants, subsidies, and contributions	67, 600
Total	2, 658, 150

Economic and industrial development, $290,150

Department of agriculture	$211, 500
Local government	78, 650
Total	$290, 150

Department of agriculture, $211,500.—The estimate for fiscal year 1963 represents an increase of $119,086 over the current fiscal year. Efforts are being made to comply with the recommendations in the Senators Long-Gruening Report to Congress, which states that agriculture is basic to the economy of this territory and improvement to increase output is vital to Somoa's future development. Accordingly, five stateside employees abe being hired; a plant pathologist, veterinarian, two agronomists and an agriculture extension agent, plus a college trained local agriculturist and six extension agents. This will increase personal services costs by $40,000 and FICA costs will be $3,635. Other services will be increased $31,000 for (1) rental or lease of land for agriculture development in order to conduct demonstrations for Samoan farmers on improved methods, and (2) to procure an additional foreman and labor force for each 200-acre leased development and for continued field work on plant disease and pest control. Additional equipment costs of $26,650 will permit purchase of good grades of poultry, hogs, two portable brush saws, two motorized sprayers, four haversack sprayers, one chain saw, one tractor mounted milling unit for utilization of local lumber; cottage industry machine for coir rope and mat production which consists of one husk crusher, one comber, one rope maker, one mat maker; also two oil expellers and two macerators. The sum of $21,000 is needed of which $3,000 will be awarded in the form of incentive prizes to private individuals for outstanding achievement in agriculture development, and $18,000 for six outstanding agricultural trainees to take a year's intensive extension course in Hawaii at the East-West Center School. At present there are three experimental farms having a total of 248 acres. The Mapusaga farm is used for a new experimental nursery project. The cattle are now located on the Taputimu farm which also operates a plant nursery and disseminates seeds and plants to local growers for planting. The farm at Tafuna has the poultry farm and also developes pasture and new local crops used to feed the livestock in part as well as poultry.

Department of local government, $78,650.—The sum of $78,650 is required for fiscal year 1963. This is $8,577 above the current fiscal year. Under personal services, the cost is $3,500 and includes one additional typist, some reclassifications and salary increments of local island officials. The FICA costs are $2,240 and a $1,200 increase in travel includes trips to Honolulu and western Samoa of district governors and the Samoan secretary. Under other services, an additional $1,700 is needed to pay for election expenses during the year and repair to the western district Governor's office. One additional typewriter must be purchased for use in the director's office.

The American Samoan territory is comprised of three districts which are subdivided into 14 counties, containing 52 villages. A close liaison is maintained with the chiefs and village officials to whom are transmitted instructions and information of general interest to the various counties, villages and districts. Operation is along traditional lines. County chiefs elect mayors (Pulenu'us) of each village and each mayor is aided by a policeman (lelleo). The head of each family in the villages is called a "matai." He participates in the councils and village meetings.

The county council nominates the county chief who leads them and this appointment is approved by the district governor and ultimately a formal appointment is issued by the Governor of American Samoa. District governors are appointees of the Governor and selections are invariably made from the islands highest ranking chiefs, following a recommendation from the district councils.

Expenses of the Office of Economic and Industrial Development are distributed as follows:

Personnel compensation	$153, 605
Personnel benefits	5, 870
Travel and transportation of persons	10, 200
Transportation of things	7, 100
Rent, communications, and utilities	3, 650
Printing and reproduction	100
Other services	40, 350
Supplies and materials	16, 200
Equipment	32, 075
Grants, subsidies and contributions	21, 000
Total estimate	290, 150

Operations and maintenance $1,125,450

Communications	$94, 500
Public works	1, 030, 950
Total	1, 125, 450

Communications, $94,500.—This estimate represents an increase of $14,801 over the current fiscal year. Nearly $6,000 in personal services is reflected in the terminal leave for the communication and assistant radio engineer officers, overtime of operators, per diem of the operator on Swains Island and salary increments of the general staff. The FICA costs are $1,660. Travel and costs incidental to the repatriation of the above two employees requires an additional $2,000. The increase of over $5,000 in equipment is for the purchase of four teletype machines and associated equipment for use between the new jet airport and the main communication office; also purchase of a sideband radio telephone for communications between Pago Pago and Apia, western Samoa.

Communication is maintained with Hawaii, Fiji, and western Samoa. The facilities in American Samoa operate on a 24-hour basis, and include a receiving station and central office, a radio material office and transmitter building, all in the Pago Pago bay area. The air-ground facilities, beacon transmitters and meteorological office are located at the Tafuna Airport. Government and commercial radio service, ship-to-shore service, air ground enroute and control service are thus provided, as well as meteorological observations for local and international dissemination and beacon facilities for radio navigation. During fiscal year 1961, a total of 26,670 messages containing 1,162,558 words were sent and received, an increase of 305,793 words over the last fiscal year. Revenue also increased to $35,960 or a 4.8 percent increase over the previous fiscal year.

Department of Public Works, $1,030,950.—The estimate for fiscal year 1963 is $1,030,950, which is an increase of $163,114 over the current fiscal year. One-fifth of this increase is in personal services where additional personnel are required to handle the greatly expanded building and repair program in American Samoa. This includes procuring five more stateside employees consisting of a planning officer, refrigeration mechanic and three supervisors. In addition, 38 local employees will be required, consisting of a local surveyor, 12 additional carpenters, 4 telephone repairmen, 3 refrigeration mechanics, 6 plumbers, 6 linemen and 6 electricians, plus overtime and regular salary increments. The FICA costs are $14,500. Supply costs are $38,000 less due to a deficiency budget this fiscal year to help with a heavy painting and repair program. To meet the power requirements for industrial development along with providing power for educational and general consumption, a new power plant is being constructed to house six 1,000-kilowatt generators. When this plant is in full operation, the present power

generation plant can be cannibalized because of age, condition, and cost of operation. Equipment needs call for a sum of $230,300 for replacement of essential items and procurement of needed new items.

The public works department handles public utilities, including electric power, water supply, and telephone service. It also provides the maintenance of the local government physical plant. The area covered has 341,852 lineal feet of primary and distribution power lines, transformers, poles, and hardware; 60,000 lineal feet of overhead and underground telephone cable, 752,000 lineal feet of outside twist wire and 45,540 feet of cast iron, steel, and galvanized piping in the water systems of the territory. The antiquated local powerplant has an installed capacity of 2,518 kilowatts but due to its age and costly operation, only 1,680 kilowatts can be utilized. Electrical energy for fiscal year 1961 was 7,220,400 kilowatts indicating an increase of 369,000 over the previous fiscal year. Estimated needs for 1963 will be 10,200,000 kilowatts. The public works department also maintains approximately 70 miles of roads.

The following is a distribution of the expenses of the office of operations and maintenance:

Personnel compensation	$535, 375
Personnel benefits	16, 150
Travel and transportation of persons	17, 500
Transportation of things	9, 000
Rent, communications, and utilities	10, 025
Printing and reproduction	2, 900
Other services	294, 200
Equipment	240, 300
Total	1, 125, 450

General administration, $806,200

Audit office	$22, 350
Budget and finance department	579, 650
Executive office operations	16, 700
Personnel office	74, 000
Department of port administration	88, 500
Interisland water transportation	25, 000
Total estimate	806, 200

Audit office, $22,350.—The estimate for fiscal year 1963 is $22,350, which is an increase of $4,449 over the current fiscal year. Of this $3,400 is involved in the terminal leave, transportation and travel costs of the outgoing auditor and procurement of his relief. A new local position is required to handle the increased workload and FICA costs are $400.

The mission of this office is to conduct audits of all phases of government financial management, as well as review and appraisal of policies, plans and procedures through the local government and regulated activities. The staff receives directions from the Governor and secretary of American Samoa and is an advisory, rather than a line or operating function.

Budget and finance department, $579,650.—The estimate for fiscal year 1963 shows an increase of $284,416 over the current fiscal year. This increase is almost entirely reflected in three items: (1) essential replacement of several government vehicles that are overage; (2) the sum of $20,000 will be needed to pay for a government audit by an outside commercial firm; and (3) increase in personnel through establishment of a stateside position of business machine repairman which is greatly needed to keep the numerous government machines in operating condition, plus activation of 15 local positions, including a senior typist in the treasurer's office, a clerk in revenue, an assistant supply officer, 1 senior clerk, 1 account clerk, 1 packing helper for general supply, a mechanic and 2 bus drivers due to increased activity in land transportation as well as 5 drivers and a mechanic's helper to maintain a 24-hour service in the motor pool.

This department handles all financial matters of the government, including funds received and disbursed, all payrolls, reports, financial statements, as well as the procurement, storage, and issuance of general and medical cupplies. This department also maintains property inventory and control. All departmental budgets are coordinated and written up for approval of the Governor and then submitted to the Office of Territories for review and eventual presentation to Congress. Some direction of commercial activities of the government is included in this department such as land transportation and motor pool, as well as the print shop. The hotel activity will be discontinued immediately on the activa-

tion of a commercial establishment which is now in the planning stage. Analytical services are supplied to the Governor's Office in connection with the compilation of annual fiscal and numerous special reports, as well as the preparation of periodic and special publications in collaboration with other departments.

Executive office operations, $16,700.—The estimate for fiscal year 1963 is $16,700 which represents a decrease of $8,100 over the current fiscal year. The decrease is reflected in the furniture and equipment replacement that took place at Government House in fiscal year 1962.

Personnel office, $74,000.—The estimate for fiscal year 1963 is $74,000, which is a decrease of $35,275 compared to the current fiscal year. This is due to a decrease in travel costs due to nonrecurrence of travel for the personnel director, a reduction in student costs being borne by medical services and a sharp reduction of $29,000 in costs for workmen's compensation, group health insurance and retirement fund due to activation of social security.

The mission of this office is in the handling of all matters concerning recruitment, employment, reclassification, promotion or demotion of government personnel. Assistance is also rendered to department heads or staff members on personnel problems, procedure or programs connected with same, acting under the authority of the Governor's office. This office has been handling the medical training program which involves sending trainees to the Suva Medical School or other suitable areas for training; also candidates from other government departments or activities. Personnel also handles both travel and transportation of household effects for all government personnel.

Department of port administration, $88,500.—The estimate for fiscal year 1963 is $88,500. This represents a net decrease of $1,055 compared to the current year's appropriation.

The mission of the port administration department is to act as a coordinating activity on all matters pertaining to the arrival and departure from American Samoa of all ships and aircraft; airport management, berth assignments of vessels, harbor inspections, furnishing pilots for ships needing same; maintenance of a port patrol force for security measures, checking tide gages and providing tidal records for the U.S. Coast and Geodetic Survey; inspect and service aids to navigation locally for the U.S. Coast Guard. The department enforces customs regulations and procedures as set forth in the Code of American Samoa; it studies and recommends methods and procedures that will give maximum protection locally against contraband, submitting such to the Governor's office. It supervises clearance of passengers on all shipping and planes entering or clearing American Samoa; maintains and operates all government-owned harbor craft; enforces harbor regulations and recommends to the Governor any changes or improvements in same. The harbor craft are used for berthing and unberthing ships, transporting students to bay area schools and providing water transportation to coastal villages as needed by the government or the public on a charter basis. The department is also responsible for the assessment and collection of import and export duties, port and harbor charges, cargo storage and wharfage charges provided by law for such services. This activity takes custody of all imports into the territory for local consumption or for transshipment to other areas, releasing same upon payment of duties and/or other charges.

Interisland water transportation, $25,000.—It is essential that adequate water transportation be maintained between Tutuila and the Manu'a Islands group. The people of Manu'a operate their privately owned vessel, the *Manu'a Tele*, which is now old and in a bad state of repair. They find the ship very costly to maintain. It is found more feasible to use the *Isabel Rose* for island operations at a more reasonable cost. This plan was recommended in the Long-Gruening report after their study of American Samoa. The sum of $25,000 has been estimated as the deficit this government will be required to pay in operating this vessel.

The expenses of the general administration office are distributed as follows:

Personnel compensation	$293, 150
Personnel benefits	8, 730
Travel and transportation of persons	16, 910
Transportation of things	4, 700
Rent, communications, and utilities	2, 610
Printing and reproduction	1, 300
Other services	55, 440
Supplies and materials	87, 865
Equipment	297, 995
Grants, subsidies, and contributions	37, 500
Total estimate	806, 200

Construction and nonrecurring cost, fiscal year 1963

	Total	Labor and overhead	Supplies, materials, and transportation	Furnishings and standard equipment	Other
Educational requirements:					
High school building No. 3 (Utulei)	$104,800	$20,000	$54,800	$30,000	----------
Demonstration school construction (Utulei)	178,100	38,000	112,500	27,600	----------
Dependents school new construction (Utulei)	72,600	13,500	40,500	18,600	----------
Teachers training college construction (Utulei)	166,900	37,500	112,500	16,900	----------
Village school construction—20 schools	1,962,350	143,750	1,437,400	381,200	----------
Housing units:					
41 living quarters for consolidated school teaching personnel	451,000	126,280	324,720	----------	----------
11 living quarters for secondary personnel including business manager	121,000	36,300	84,700	----------	----------
1 living quarter for dependent's school	11,000	3,300	7,700	----------	----------
Furnishings for 53 living quarters for educational personnel	106,000	----------	----------	106,000	----------
Subtotal educational requirements	3,173,750	418,630	2,174,820	580,300	----------
Medical requirements:					
Architects fee—Including travel for design of new medical facility	214,000	----------	----------	----------	$214,000
Dispensary at Ta'u Island of Manu'a	16,000	1,600	14,400	----------	----------
Dispensary at Ofu, Island of Manu'a	16,000	1,600	14,400	----------	----------
2 living quarters—Tutuila	22,000	6,600	15,400	----------	----------
Furnishings—2 quarters	4,000	----------	----------	4,000	----------
Subtotal, medical requirements	272,000	9,800	44,200	4,000	214,000
Utilities—Major construction:					
Installation of 2d phase of powerplant with transmission and substations	1,111,690	26,995	283,005	801,690	----------
Electrification of the Island of Tutuila covering 32.4 miles	792,125	178,000	614,125	----------	----------
Electrification of the Islands of Manu'a (includes transportation)	98,800	8,100	86,950	----------	3,750
Extension of telephone lines to cover 41.4 miles—Tutuila	522,535	85,100	423,435	14,000	----------
Extension of telephone exchange building	12,000	3,600	8,400	----------	----------
Additional filter tank and chlorinator	17,500	2,500	15,000	----------	----------
Geological survey water resources	7,500	----------	----------	----------	7,500
Replacement of Happy Valley, Pago Pago SRU water main	37,500	9,400	28,100	----------	----------
Bay area ground water construction	149,200	44,000	105,200	----------	----------
Sanitation survey—Sewerage disposal, Island of Tutuila	25,000	----------	----------	----------	25,000
Subtotal, utilities	2,773,850	357,695	1,564,215	815,690	36,250
Other construction:					
Equipment and fuel requirements for road development on the Island of Manu'a	199,000	----------	11,000	188,000	----------
Road program: Installation of subbase, base course, culverts, and paving of remaining 20 miles of main road by force account	844,000	300,000	544,000	----------	----------
Equipment for marine railway and land reclamation	88,700	----------	----------	88,700	----------
Feasibility study of Manu's Harbor	12,000	----------	----------	----------	12,000
Completion of jet airfield	600,000	----------	----------	----------	600,000
Agricultural construction	55,800	25,025	30,775	----------	----------
Fagatogo Park and market area development	40,000	14,000	26,000	----------	----------
Goat Island park and recreation area development	20,000	6,000	14,000	----------	----------
Construction of penal facility	31,350	7,766	23,584	----------	----------
Communications	35,000	10,000	----------	----------	25,000
Quarters construction for appelate judge	11,000	3,300	7,700	----------	----------
Furnishings	2,000	----------	----------	2,000	----------
Subtotal other construction	1,938,850	366,091	657,059	278,700	637,000
Grand total	8,158,450	1,152,216	4,440,294	1,678,690	887,250

4. *Canton Island administration, $21,000.*—The estimate for this activity represents an increase of only $315 over current year funds as the program will continue at about the same level. Estimated expenditures are distributed as follows:

Personal services and benefits	$19, 000
Travel and transportation of persons	1, 000
Supplies and materials	1, 000
Total	21, 000

5. *General administration, $275,000.*—The estimate represents an increase of $19,650 over the amount available for this activity in the current fiscal year. Part of the small increase is necessary for increased travel to field areas which are at a considerable distance from Washington, and the balance for other related operating costs of the office. This increase is directly related to the greatly accelerated and expanded programs in our territories; there has been a two-fold increase in the budget appropriations in the trust territory and a five-fold increase in the budget appropriations for American Samoa. These greatly expanded programs place a burden on this office to assist the territorial governments to tie in long-range program planning with their budgeting resources, to insure balanced development in our territories.

Estimated expenditures for the Washington office are distributed as follows:

Personnel compensation and benefits	$235, 600
Contractual services and supplies	38, 700
Equipment	700
Total	275, 000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$3, 302, 028	$10, 334, 000	$12, 899, 000	+$2, 565, 000
Unobligated balance lapsing	18, 972			
Appropriation	3, 321, 000	10, 334, 000	12, 899, 000	+2, 565, 000
Obligations by objects:				
11 Personnel compensation	635, 097	705, 126	748, 491	+43, 365
12 Personnel benefits	40, 263	46, 200	48, 493	+2, 293
21 Travel and transportation of persons	60, 386	71, 338	79, 788	+8, 450
22 Transportation of things	12, 871	12, 675	10, 830	−1, 845
23 Rents, communications, and utilities	20, 462	18, 561	20, 280	+1, 719
24 Printing and reproduction	6, 537	8, 150	10, 450	+2, 300
25 Other services	24, 728	14, 200	14, 900	+700
26 Supplies and materials	10, 620	14, 300	13, 668	−632
31 Equipment	4, 264	13, 500	13, 700	+200
41 Grants, subsidies, and contributions	2, 486, 800	9, 429, 950	11, 938, 400	+2, 508, 450
Total obligations	3, 302, 028	10, 334, 000	12, 899, 000	+2, 565, 000

Budget Amendment, 1963

Appropriation: Administration of territories: Request, $2,579,000, for 12 months from July 1, 1962.

PURPOSE AND NEED FOR ADDITIONAL FUNDS

The $2,579,000 requested in this amendment is required to cover obligations not anticipated when the 1963 budget estimates were submitted. This amount will provide funds for the installation of television and related facilities in American Samoa to be used in furthering the educational program in that territory.

JUSTIFICATION

American Samoa does not now have anything approaching an adequate public school system. Its buildings and facilities are almost nonexistent by the lowest American standards. The Samoan teachers have an approximate sixth grade education and are almost illiterate in English. Yet the children exposed to this condition are American, and their needs must be of vital concern to the United

States. This condition is exposed to the view of the world by every ship and every plane that comes to Tutuila. Uncomfortable comparisons have been made and will continue to be made until the situation is corrected. In spite of all of the deficiencies under which the Samoan schools have suffered, there is a reservoir of talent, a high rate of intelligence, an eagerness to learn, and a potential motivation for self-advancement, that makes a crash rehabilitation of the educational system, not only possible and desirable, but entirely feasible.

A new educational structure and outlook must be established that will provide the Samoan children with the skills, knowledge, and insight into modern concepts that will enable them to participate with other Americans, without scarificing the essential and desirable values of their Samoan culture. The whole Samoan population must be included in the process. The most feasible, the quickest, and in the long run, the most economical way to do this is through the use of educational television. The home is still the most powerful single force in the education and development of the Samoan children, and only educational television can reach both the home and the school with equal force. The adults in the villages must understand and participate in the new educational structure if it is to be built rapidly, and is to be effective. This can be done through television at a feasible cost, and with the least strain on the social structure of the islands. All the teachers can be upgraded through continuing inservice teacher education that would not be possible without the use of television. Through instructional television English equivalents to Samoan understandings can be graphically demonstrated, and English comprehension and practical use can be advanced several years. This is an economic as well as an educational advantage.

Experience and research in the United States have shown that the use of television can improve the quality of instruction tremendously, and make quality instruction available to more children at less cost. In a society such as Samoa, where it is difficult to communicate abstracts, and thinking is basically concrete, the ability to produce graphic demonstrations by expert teachers through television will improve teaching and learning to an even greater degree. It will:

1. Hasten the development of a truly dual-language education that will advance understanding in both languages.
2. Allow start of formal instruction at an earlier age and at no additional cost.
3. Provide a continuing opportunity for adult education in the villages.
4. Provide a continuing program of in-service teacher education.
5. Provide opportunities for gifted children to move ahead.
6. Develop a sympathetic community and family climate that will facilitate the rebuilding of the school program.

In the long run the installation and effective use of educational television will save money while building a first-class system of education. Such an installation as proposed for American Samoa will be unique in the world. It will take advantage of all that has been learned about educational communications in the United States and, starting from scratch, create a system that will attract attention all over the world. There is no doubt of the effect it will have on American influence in the South Pacific.

If the present 267 inadequate Samoan teachers were to be replaced with American stateside teachers and supervisors at the nationally accepted ratio at the present time of 229 instructional staff members for the 5,500 children, this would mean a minimum expenditure of $2,300,000 including administration cost and amortization of housing over a 20-year period. Against this cost it is estimated that the yearly operating cost of instruction on a television basis, which would include 35 technicians and engineers, 12 TV teachers, 28 TV supervisors in schools, 260 Samoan teachers, 50 additional classroom teachers primarily on the secondary level and other operating cost, would amount to $1,400,000. By the inclusion of TV in the educational system of American Samoa, the net saving in operating cost would approximate $900,000.

It must be remembered that should the alternative of TV instruction be applied, that the greater number of imported personnel would not necessarily be of acceptable quality, nor would there be any guarantee that they would be satisfied enough to stay in Samoa long enough to become adjusted to the problems existing in the Samoan educational system.

The proposed television installation will require 6 channels in order to provide effective instruction throughout the 12 grades. In view of the fact that there is a job recruitment to be done in order to organize a staff for this operation, it is requested that a special item of $40,000 be approved for recruitment consulation and travel.

The introduction of this system will require the following capital expenditure:

Television studio and production center	$225,000
Studio equipment	405,500
Microwave equipment	100,000
Transmitter building	50,000
3 transmitter towers	150,000
6 VHF antenna	200,000
6 high-power transmitters	710,000
Transmission lines, filters, and transmitter monitoring equipment	50,000
Tower lighting equipment	1,000
Repeater equipment from islands of Manua	60,000
Receiving antenna and cable for local distribution system	7,500
300 tropicalized receivers for the schools	90,000
Access road to Mount Alava	100,000
30 housing units for television technicians and instructors (including furnishings)	390,000
Recruitment, consulation, and travel cost	40,000
	$2,579,000

It is estimated that the installation and construction program for the television station will take approximately 1 year. The general specifications are as follows:

1. Six, 100-kilowatt, VHF transmitters with two or three (whichever can be engineered) 500-foot towers located on or near Mount Alava, the approximate usable elevation of which is 1,400 feet above mean sea level.
2. A one-stage microwave system to relay picture and sound over six channels from the studios in Utulei to the transmitter site.
3. Use of strategically located and oriented receiving antenna feeding into coaxial cable of adequate length to reach receivers at schools and villages located in the television shadow regions.
4. The use of low-power, automatic relay stations located on the island of Ta'u to provide a local signal strength sufficient to cover the islands of Ta'u, Olosega, and Ofu.
5. The primary VHF channel assignments for Tutuila which are tentatively recommended as the even-numbered channels 2, 4, 6, 8, 10, and 12.
6. The low-power VHF repeater station channel assignments tentatively recommended for the island of Manua are the odd-numbered channels of 3, 5, 7, 9, 11, and 13.
7. Studios and production center to be located at Utulei as previously noted. This building would contain three live studios approximately 25 feet each, and three rehearsal studios, together with a projection room fitted for the operation of six vidicon film-chains, six video-tape recorders and, complementary motion picture and slide projectors—a master control room to house all the necessary power and control equipment, together with three local control rooms, with each having control over two of the transmitting channels.

Program and financing

[In thousands of dollars]

	1963 in budget	1963 revised estimate	1963 increase
Program by activities:			
1. Virgin Islands:			
(a) Governor's office	86	86	
(b) Legislative expense	13	13	
(c) Comptroller's office	225	225	
2. Guam:			
(a) Governor's office	80	80	
(b) Legislative expense	24	24	
3. American Samoa:			
(a) Governor's office	140	140	
(b) Legislative expense	30	30	
(c) Chief justice and high court	67	67	
(d) Grants	11,938	14,517	2,579
4. Canton Island administration	21	21	
5. General administration	275	275	
Total obligations	12,899	15,478	2,579
Financing: New obligational authority (appropriation)	12,899	15,478	2,579

Object classification

[In thousands of dollars]

		1963 in budget	1963 revised estimate	1963 increase
11	Personnel compensation:			
	Permanent positions	604	604	
	Positions other than permanent	25	25	
	Other personnel compensation	119	119	
	Total personnel compensation	748	748	
12	Personnel benefits	49	49	
21	Travel and transportation of persons	80	80	
22	Transportation of things	11	11	
23	Rent, communications, and utilities	20	20	
24	Printing and reproduction	10	10	
25	Other services	15	15	
26	Supplies and materials	14	14	
31	Equipment	14	14	
41	Grants, subsidies, and contributions	11,938	14,517	2,579
	Total obligations	12,899	15,478	2,579

AIRFIELD, AMERICAN SAMOA

Chairman HAYDEN. I note in the material which has been prepared for the committee a request for $600,000 to complete the jet airfield on American Samoa. As I recall, the 1962 budget carried funds in excess of $2 million, which was supposed to complete this airfield. Please explain to the committee what has happened and indicate whether the amount requested now will be all that is necessary to complete the construction.

Now, Mr. Taitano, do you have a statement you want to put in the record?

JUSTIFICATION FOR AIRSTRIP

Mr. TAITANO. No, sir; I do not have a statement. The Assistant Secretary has gone through it in general. I have this statement to say with respect to the jet airstrip. As you know, the previous justification is for the strip itself. That is the runway. Now, the $600,000 that we are asking for is to set up the seawall. This is the protective part along the shoreline and is to set up a seawall along there. The $600,000, of course, originally was estimated only for the seawall, but recent studies indicate that we may be able to save from the $600,000 about $100,000 for the terminal.

REPLACEMENT OF TERMINAL

As you perhaps remember, Mr. Chairman, in the past we did not justify anything for the terminal. Incidentally, Mr. Chairman, we have reorganized the construction organization of American Samoa. The U.S. Navy has been very cooperative and have loaned us their their engineers. Their engineers have recommended that we set up the seawall so that it will protect the runway. The $600,000 is primarily for that and for the replacing of the existing terminal, which is just a frame building.

NEED FOR SEAWALL

Chairman HAYDEN. Well, what is the purpose of the seawall? What is the menace? Would it be a storm?

Mr. TAITANO. From the lapping of the water from the storms it will gradually eat away the runway. That is correct, sir.

Chairman HAYDEN. Sometimes it deposits sand and sometimes it eats away the shoreline and in this case it has been eating it away in the past, is that right?

Mr. TAITANO. It has, sir. As you see, the runway is right along deep water. It is not on shallow water. We have covered the shallow water with fill. That is where the strip lies now, so that actually the water washing in won't be able to bring in sand because it is deep right by the runway.

Chairman HAYDEN. A seawall can be constructed in order to resist that?

Mr. TAITANO. That is correct.

Chairman HAYDEN. Do you believe that?

Mr. TAITANO. That is what the engineers say, sir.

Chairman HAYDEN. Very well.

TOURISTS TO AMERICAN SAMOA

A part of your construction funds are to be used for park and exhibition purposes to meet the demands of tourists. How many tourists are there a year coming to American Samoa and from where do most of them come?

Mr. TAITANO. A large number of the tourists presently are from the area itself, that is, from the South Pacific, mostly from Australia and the Fijis. They are not the type of tourists that stay too long in American Samoa, as it is now, because we do not have any hotel facilities for them. They are the tourists who will just come and spend a few hours in American Samoa and then leave.

Our program, of course, with the jet airstrip, is to gradually provide for facilities so we can have these tourists stay in Samoa for a longer period than they are staying now. I understand that about two boats a year will come in, that is, passenger boats, bringing tourists from Australia, the Fijis, and New Zealand, but of course these are the nonspending tourists.

Now, tourists from the United States and from Hawaii are very inconsequential and this is probably because of a lack of hotel facilities.

NEGOTIATIONS WITH HOTEL FIRM

Chairman HAYDEN. Is there any possibility of someone risking his own money to build facilities there?

Mr. TAITANO. Yes, sir. In fact, the Governor of American Samoa has been negotiating with a firm to construct a $1 million hotel. Now, the setback on that up to this time relates to the land problem, because under the laws of Samoa, long-term leases may not be made until the legislature under their own constitution, has approved the lease, and this takes or requires action of two legislatures. The legislature at the last special session approved the lease. Now, I think it takes another action, possibly this year.

Chairman HAYDEN. If this legislation is enacted by the legislature, then you believe that a private company would come in and make the investment?

Mr. TAITANO. It is quite probable, sir. You understand, the company is also having difficulty with its financing, that is, the finance company which is going to finance the project is not quite satisfied with the arrangements.

Chairman HAYDEN. They will not put money into it unless they think they can make money, is that right?

Mr. TAITANO. Yes.

PURPOSE OF GOVERNMENT INVESTMENT

Chairman HAYDEN. And also the government is not interested in putting money into this unless they can make money. In other words, the government of that area is not doing this for the purpose of taking in tourists, is that right?

Mr. TAITANO. That is correct.

Chairman HAYDEN. And it should not cost us anything. If they want to come and spend money there, that is fine, but I cannot see us putting up American taxpayers' money to entertain them.

Mr. TAITANO. Well, the project in the request here really involves the improvement of the market area. This does not only involve making the place attractive, but also some governmental facility would be provided. We have a public market in American Samoa that is really dilapidated. We want to replace that and make it more attractive. We also would like to set up facilities for a taxi and bus station right in this same area. They could improve the seaside portion of it by a little fill.

Now, as far as the hotel, the Governor realizes the problem and he has been trying to get private capital to invest in Samoa. For this reason, as you perhaps remember last year, Congress appropriated $180,000. We have not used that money. We are not going to improve the Rainmaker Hotel. We do not think it will be economical. So we are just holding on to that money, not spending it, and we are keeping, so to speak, our fingers crossed that the private capital will come in and invest in it.

FACTS ABOUT "TOURISM"

Chairman HAYDEN. There isn't any question at all that tourism, unless it exists to an extensive degree, is not profitable. I can say that for my own State. I have been an advocate of a Federal-aid highway system for a long, long time. As I explained to President Roosevelt once, when he wanted to know why Arizona needed roads more than any other State, it does not need them but there is in northern Arizona the Grand Canyon and other great scenic attractions and the best climate in America and I am interested in the National System of Highways to bring people into the State.

Now, the same problem exists in the islands. If a sufficient number of tourists come in they will buy the products of the islands, buy the curios and things like that, and in that way it would be profitable to the people of the islands. We have not spent any money in Arizona in building hotels, any money furnished by the Federal Government.

Mr. TAITANO. That is correct. We have not so far.

TV EDUCATIONAL PROGRAM

Chairman HAYDEN. In your justification material you have described the establishment of a television educational program in American Samoa as a crash rehabilitation of the educational system. Would you describe for the committee just what you have in mind?

Mr. TAITANO. Early this year, the government of Samoa entered a contract with the National Association of Educational Broadcasters and perhaps, Mr. Chairman, for the record, if I may I would like to include the biographical program data of the people that were sent out there and the firm we engaged.

Chairman HAYDEN. It will be included in the record.

(The information referred to follows:)

THE NATIONAL ASSOCIATION OF EDUCATIONAL BROADCASTERS

The National Association of Educational Broadcasters, the only professional organization of noncommercial radio and television broadcasters, is now in its 37th year of building, supporting, and upgrading educational broadcasting.

It is a nonprofit trade and professional association of educational institutions operating educational, noncommercial television and radio stations, or closed circuit and production centers. NAEB membership comprises educational institutions and organizations which own and operate radio and TV stations; educational institutions which act as production centers, regularly producing educational programs independently or over commercial outlets, or operate closed circuit TV installations; educational institutions or public service organizations interested in promoting educational broadcasting; and individuals whose careers are in educational broadcasting.

The association serves educational broadcasting through workshops, seminars, regional and national conferences, legal and management consultant services, and the publication of numerous publications in radio and TV, including a monthly Newsletter and Washington Report and a bimonthly Journal (including research fact sheets). NAEB has an exchange advisory membership relationship with most national educational organizations and exchanges programs and publications with the radio systems of more than 23 foreign countries.

The NAEB operates the Nation's only educational radio network, which distributes 10 hours of programs per week to some 107 member stations. In addition, the association conducts research in educational broadcasting, maintains a placement service for educational radio and television personnel, and contracts with Government agencies to carry out projects in the United States and abroad.

Since the NAEB membership includes the principal educational institutions of the United States in its constituency, the NAEB is in a position to provide the best qualified personnel from the national pool of talent in research, engineering, programing, management, inschool instructional program development, special studies, and other areas. Many of the consultants available have already had successful experience in foreign assignments.

From this unique reservoir of expertise, the NAEB has made its services available to professional and regional groups, and U.S. agencies for projects ranging from the conduct of studies of engineering, financing, programing, and utilization of radio and TV systems for schools and colleges in the United States, to the sending of consultation teams abroad to conduct feasibility studies, prepare plans, and assist in development of radio and television systems in underdeveloped countries.

WILLIAM G. HARLEY

President of National Association of Educational Broadcasters. Currently on leave as professor of radio-television education, University of Wisconsin, where he has been for 25 years successively chief announcer, program director of station WHA, program supervisor of Wisconsin State Broadcasting Service (10 radio stations owned and operated by the State of Wisconsin); manager of WHA-TV.

In 1952-54, executive producer, NAEB adult education project, financed by Ford Foundation.

National offices held include: chairman of board, NAEB, 1959-60; chairman, affiliates committee of the National Educational Television and Radio Center.

Currently, member of board of directors of: Joint Council on Educational Broadcasting, Educational Media Council, FM Broadcasters Association, Learning Resources Institute.

At invitation of U.S. Department of State, represented American educational broadcasters at First International Festival of Television Arts and Sciences, Montreux, Switzerland, 1961; delegate, International Conference on School Broadcasting, Rome, 1961.

Traveled extensively re international exchange of educational program materials and consultation for newly emerging countries establishing radio and TV systems: England, Italy, Switzerland, France, Turkey, Iran, Sudan, Netherlands, and Denmark.

VERNON BRONSON

Recently retired from the Dade County (Miami) Fla., public school system, has been actively engaged in educational administration and supervision for the last 30 years. He has worked on all levels of education from school through college, and for a number of years was intensely involved in teacher education. He has supervised both State and local programs, and for many years has been a nationally recognized consultant in education and in educational communications. He has been the author of several workbooks, pamphlets, monographs, articles, and teachers' manuals in this area, and has written local, State, and National reports of educational surveys. He planned and built the educational radio, and, later, the educational television system in Miami, one of the outstanding in the country.

He was adviser to Governor Collins of Florida, and wrote the plan for statewide educational television that was enacted into law under Governor Collins' sponsorship.

He has planned and built two television stations and two radio stations, and has participated in the planning of several others. He has been consultant on educational television and the use of television in the schools for the States of Kansas, Florida, Tennessee, West Virginia, Virginia, and Alabama, and for the Southern Regional Education Board, the National Education Association, the North-Central Association of Colleges & Secondary Schools, and the National Association of Educational Broadcasters, as well as numerous schools, colleges, and school districts. He has conducted teacher training for television teachers at the University of Virginia, Auburn University, University of Miami, and at Barry College. He was the director of the National Survey on the Needs of Education for Television Spectrum Space, and several State and local surveys. He is presently engaged in directing a survey for the U.S. Office of Education on the use of satellites in educational communications.

DR. LAWRENCE H. SHEPOISER

Has been superintendent of the Wichita, Kans., public schools for a number of years and has developed this system into one of the outstanding school systems in the United States. He has been recognized nationally as a school administrator and was superintendent of schools in Mason City, Iowa, for 10 years prior to coming to Wichita. Dr. Shepoiser has been an experimenter in the use of television in classroom instruction for the past 8 years.

DR. WILLIAM T. KESSLER

Professor of electroengineering at the University of Florida for the past 20 years, and is consulting and design engineer for the Florida Educational TV Commission and is consultant to the Florida Central East Coast Television Association.

ELEMENTARY SCHOOL SYSTEM

Mr. TAITANO. What we have in mind here, we realize we do have a problem with our elementary school system. As you perhaps might recall in the past we have left this responsibility for the local Samoan people, the problem of the elementary school system. Now, this is a part of our secondary system. The Samoans, neither having the money nor the know-how, cannot come out with a reasonable school system. So what has happened is that when they finish the sixth grade, really they are only comparable to the second or third grade student here by stateside standards.

Now, this survey group that we sent down comprising four people, three educators, most of them in the past dealt with education through radio broadcasts and through television, and the educators themselves have pointed out that the elementary school system has not been working well. In fact, the report pointed out that perhaps only one or two of the instructors in the educational system are qualified personally to teach.

SHORTAGE OF QUALIFIED TEACHERS

Realizing this, this comes now as a matter for improving the quality. What will be the best way to improve the quality in the shortest time possible? Now, certainly, there is no substitute for qualified teachers, but this would mean to us to perhaps replace about 270 Samoan teachers, 269 of whom are not qualified.

Now, to bring in qualified teachers will mean we either have to recruit them from Hawaii or from the mainland. This will entail housing facilities and the usual costs that we find when setting up an acceptable system.

Now, the firm itself, through their team which they sent down, came back and recommended that in order to solve the elementary school deficiency, the quickest way would be to install a television system.

TELEVISION TO SUPPLEMENT TEACHING

Now, we realize, Mr. Chairman, that this is perhaps a novel approach. In the United States I understand that the television system is used only as a supplement to the existing system. Now here, however, we are proposing that we use the educational television to upgrade and at the same time train the teachers to upgrade the quality of education and to also train the Samoan teachers.

COST OF INSTALLATION

The report came back and it estimated that to do this it will cost, in the first year, approximately $2,579,000. This will entail, I understand, six channels, the setting up of studies, towers, television equipment, I mean receivers, and personnel later; but this will take approximately 1 year of further study to recruit people and to go into more specific engineering studies so that actually the money requested now will not mean that we will have an educational program going in 1963, but rather it will be in the following year.

Chairman HAYDEN. I am a little bit curious as to how you are going to go about assembling those who will listen to the television program?

PUPIL RECRUITMENT

Mr. TAITANO. Well, sir, this is what we are doing. There will be a double approach to it and it will be not only for the elementary school education but also for adult education. What we are proposing to do is to also replace the elementary buildings. Presently they have about 54 school buildings. The Senate Committee that was down there thought that the schools were so scattered out that we cannot teach effectively. Also, this team that went down there came back and recommended a consolidating of the school system into 20 schools rather than the 54 schools we now have.

Now, we will have then 20 schools where we will have television receivers. Of course, from the broadcasting station then or from the studio you will have live teaching supplemented by tape recordings and slides and the like, the usual things.

Chairman HAYDEN. Will there be then certain hours in the day when the young people or anyone else who is interested in education will go to this place?

Mr. TAITANO. No, sir. They will go to school at their normal times. They will go to school during the normal school hours. They will have a Samoan teacher there and of course in each school they plan to put in a stateside supervisor, one qualified in teaching through television.

TEACHERS IN TELEVISION SERVICE

Now, from the studio the lessons would be brought to the teacher in each classroom who will be with the children following the lessons as broadcast from the central studio.

Chairman HAYDEN. How many of those would there be?

Mr. TAITANO. You mean how many school buildings?

Chairman HAYDEN. No, how many teachers will perform this service?

Mr. TAITANO. There will be 12 teachers. They are what we call television teachers. There will be 12 of them scattered out in the schools

SUPERVISORY PERSONNEL

Now, in addition to this, we will have the Samoan teachers in the classrooms. The supervisors will be out there helping the Samoan teachers.

Chairman HAYDEN. Would those supervisors be from the mainland?

Mr. TAITANO. That is correct, sir. We have to recruit only those who are qualified and experienced in that field.

Chairman HAYDEN. Now, how many of those will there be?

Mr. TAITANO. Twelve. I believe, sir, it is 12.

Chairman HAYDEN. What I am trying to get out is, how are those 12 being spread? Is it over a larger number of places?

Mr. TAITANO. Twelve teachers and twenty television supervisors.

Chairman HAYDEN. They will be from the United States?

Mr. TAITANO. That is correct, sir.

Chairman HAYDEN. I see. There will be one person, then, wherever there is a television for somebody to view.

Mr. TAITANO. Yes, sir.

Chairman HAYDEN. And he will explain the television program as it goes along?

Mr. TAITANO. That is correct, sir. Otherwise, if we want to improve the quality, we have to replace every Samoan teacher that we have now, and perhaps even send the Samoan teachers to school.

HOME TELEVISION FACILITIES

Chairman HAYDEN. Also, in your justifications, you include the statement:

The home is still the most powerful single force in the education and development of the Samoan children and only educational television can reach both the home and the school with equal force.

If there are no television facilities in Samoa now, there must be no television receiving sets in the homes. What is proposed by way of providing home television receivers?

Mr. TAITANO. The television sets that we are asking for will be used primarily for the school. The homes the individual ones, we will buy, or the ones who can afford them will buy their own.

Now, we might have, say in a community building, like in a village where we have a community building, the government might furnish the set so that people, at certain stated hours, may come in in the evening. But those who want to have sets in their own homes will pay for those.

ANNUAL COST OF PROGRAM

Chairman HAYDEN. Now, when it is all completed and installed, what is the estimate of the annual operating cost of those programs?

Mr. TAITANO. I thought I had the figure here, sir, but I do not have it. I will have to get the breakdown. In any event, the report pointed out that, compared to the alternative, we will be saving about $900,000. Now, the entire school system, after the setting up of the televisions, will annually cost us approximately $1,400,000. This is the television after it is installed.

Chairman HAYDEN. The alternative would be to bring teachers in from the United States?

Mr. TAITANO. That is correct, sir.

Chairman HAYDEN. And compared to that, this would be cheaper?

Mr. TAITANO. That is correct, sir.

NUMBER OF CHANNELS NEEDED

Chairman HAYDEN. Now, you propose six television channels. Could your program operate efficiently, at least at first, with any lesser number of channels? If so, how many less and at how much less cost?

Mr. TAITANO. You would have to ask me that. I am not prepared to answer that, but I am willing to get the figure. I know the Governor is trying to get the figures.

Chairman HAYDEN. You may insert that in the record.

Mr. TAITANO. Yes.

(The information referred to appears on p. 742.)

NUMBER OF TELEVISION SETS NEEDED

Chairman HAYDEN. You have proposed purchase of 300 tropicalized receivers for schools. Does this mean that there are 300 schoolrooms in which these television sets will be placed?

Mr. TAITANO. Approximately, sir. This is not only the schoolrooms but also what I mentioned before, in certain community buildings.

Chairman HAYDEN. Do you think altogether there are more than 300 places you could put them? I am trying to find out how you arrived at this figure of 300.

Mr. TAITANO. This is our best estimate. This includes the combinations of schools where we want to place them and the community buildings where we will need to place them and, of course, perhaps in the studio there will be some sets.

COMMUNITY BUILDINGS

Chairman HAYDEN. How many community buildings are there?

Mr. TAITANO. Right now, sir, we have several villages, or we have in the main island over a dozen villages. Now, of course, we may not necessarily follow the pattern of just putting one in each village. For instance, under our present plan we are not going to extend the television to two of the villages. These are two on the other side of the island where actually there is quite a bit of difficulty. Now, the community villages I am talking about, for instance, in the Pago-Pago area, in the bay area, as it is now, they divide themselves, right there alone, into several districts, maybe a dozen. Of course, we are not going to follow that pattern, but are rather going to set it up where you will have a maximum number with the optimum use.

COST OF MODIFIED SETS

Chairman HAYDEN. These are estimated at a cost of $300 each. Who made these estimates? Is there one company proposing to supply all the sets, and does this cost include such modifications as are necessary to tropicalize the sets?

Mr. TAITANO. It certainly includes modifications to tropicalize the sets, sir. You are correct. It will include that. This is giving it the extra protection it needs because of the type of climate we have in American Samoa. Now, the estimate, I understand, was made by a certain firm which has been in this type or line of product. I don't know, sir, the name of the firm.

Chairman HAYDEN. Would you give us that for the record?

Mr. TAITANO. I will do that, sir.

(The information referred to appears on p. 742.)

Chairman HAYDEN. That is all on that subject. Next will be the Trust Territory of the Pacific Islands.

Mr. Taitano, are you speaking to this, also?

TRUST TERRITORY OF THE PACIFIC ISLANDS

Mr. TAITANO. I am sorry, the High Commissioner is not able to be here. He is right now very much engaged in, and I might mention this for the record, making preparation for the transfer of the headquarters of the trust territory government from Guam to Saipan. We have received notice from the U.S. Navy that by July 1 they would leave Saipan. They will no longer need Saipan as a military base. They will be leaving some facilities, plant facilities there.

Now, as you perhaps might recall, there has been a movement to move the trust territory headquarters from American soil to trust territory soil. Originally, it was at Hawaii, then it was transferred to Guam and now we are proposing to transfer it to Saipan, one of the Marianas Islands. On July 1 the trust territory headquarters will be moving to Saipan and that is why the High Commissioner is not able to be here.

Chairman HAYDEN. I see.

AMOUNT REQUESTED

Ten million dollars are requested for fiscal year 1963 for the Trust Territory of the Pacific Islands. This is $3,696,000 more than was made available in fiscal year 1962. The justification for this estimate will be included in the record.

(The justification referred to follows:)

TRUST TERRITORY OF THE PACIFIC ISLANDS

The purposes and objectives of the administration of the Trust Territory of the Pacific Islands continue in accordance with the aims of the trusteeship agreement under which the United States of America administers the trust territory. The basic objectives are to promote political, economic, educational, and social development of the inhabitants, and to improve the health and well being of the people through the introduction and use of modern and improved public health measures.

All programs made significant progress during the past year. There has been continued participation and leadership by Micronesians. The Interdistrict Advisory Committee meeting for 1961 was the first to have delegates from Saipan, who were previously observers only, and the movement toward popular election of delegates is nearing reality.

Micronesians continue to replace U.S. employees in higher level positions, with over 60 positions in 19 categories, formerly encumbered by Americans, now held by Micronesians. A new and higher pay scale, to more adequately compensate Micronesians in positions of leadership, has been established, and in January 1961, an across-the-board pay raise was granted the Micronesian employees of the trust territory. In-service training and scholarships continue as an important program, including medical and dental training at the U.S. Navy hospital in Guam.

Copra production and exports reached a record level. The cacao and fisheries programs made good progress. A Trust Territory Farm Institute was started at Ponape to offer training in agriculture to Micronesian farmers, as well as research and development. District economic development boards, staffed by Micronesians, continued to play an increasingly active role in local economic affairs, with credit unions, producing and marketing cooperatives, handicraft development, and small scale industries such as charcoal, small boat building, coir fiber, etc., being developed throughout the territory. Banking facilities in the trust territory were increased by the opening of a commercial bank at Palau, in September 1961. A new field trip vessel will be put into service shortly. Typhoon rehabilitation is progressing ahead of schedule, including rehabilitation at Yap from the 1960 typhoon at Ulithi.

Specialized public health training in sanitation and laboratory work was accelerated during the year, and tuberculosis treatment and control teams have been set up in all districts. Hospital construction was continued at Palau and in the Marshalls.

Teacher requirements and salaries were standardized during the year. Scholarships to schools of higher learning continued, with over 50 students on Government scholarships during fiscal year 1961. Intermediate schools were constructed wholly with trust territory government funds, and financial assistance, in the form of grants-in-aid was given to municipalities for the construction of elementary schools. Better school facilities and programs for dependent U.S. children have been provided.

No major program changes are contemplated for the current year. However, additional emphasis is being given to the economic development program and assistance to the elementary schools, which are the foundation for continued progress in the educational system of Micronesia.

The objectives and programs for the budget year are designed to carry forward the aims of the trusteeship agreement. To achieve these aims an expanded program is contemplated with particular emphasis being placed on health, education, economic, and political development, transportation, communications, and other support activities, and continuation of the permanent-type construction program begun in 1955 which includes, in 1963, projects for hospitals, schools, utilities, airfields, roads, and docks and harbor facilities.

It is desired that the revolving fund for loans to locally owned private trading enterprises continue to be available during the 1963 fiscal year in order to encourage and strengthen their participation in the economic development within the area.

Trust Territory of the Pacific Islands

Appropriation, 1961	$5, 925, 000
Appropriation, 1962	6, 304, 000

SUMMARY OF INCREASES 1963

High Commissioner's Office: To provide for an executive officer and increased operating costs	+20, 600
Judiciary: To provide for a small increase in operating costs as this activity will continue at approximately the current year level	+900
Grants: To provide for expansion of programs relating to public health, education, political and economic development, and construction	+3, 674, 500
Net change, 1963	3, 696, 000
Budget estimate, 1963	10, 000, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. High Commissioner's Office	$78, 844	$71, 400	$92, 000	+$20, 600
2. Judiciary	62, 545	86, 100	87, 000	+900
3. Grants	5, 783, 500	6, 146, 500	9, 821, 000	+3, 674, 500
Unobligated balance	111			
Total	5, 925, 000	6, 304, 000	10, 000, 000	+3, 696, 000

The Trust Territory of the Pacific Islands is administered by the Secretary of the Interior under Executive Order 10265, as amended, in accordance with a trusteeship agreement between the United States and the Security Council of the United Nations approved by the President under authority granted by the Congress (61 Stat. 397). Under the terms of the agreement, the United States exercises full administrative, judicial, and legislative authority over the territory and has undertaken obligations to promote the political, economic, social, and educational advancement of the inhabitants.

The entire trust territory which consists of the Marshall, Caroline, and northern Marianas Islands, comprises 96 islands and island groups with a total land area of 687 square miles. Pursuant to Executive Orders 10408 and 10470 of November 10, 1952, and July 17, 1953, respectively, the northern Marianas excluding Rota, were transferred to the Navy. That portion of the territory under the jurisdiction of the Department of the Interior extends over 3 million square miles of ocean, consists of 83 islands and island groups with a land area of 564 square miles, and has a population of about 75,000.

The Interior Department's administration of the territory is conducted by the government of the Trust Territory of the Pacific Islands under the High Commissioner to whom has been delegated executive, and to a large extent legislative, powers under the direction of the Secretary. The judicial system has been established independent of the executive and legislative functions within the territory. The High Commissioner administers the territory through a headquarters staff at Guam, and staff headed by a district administrator at Yap, Koror, Truk, Ponape, Majuro, and Rota.

Grant funds are being requested to supplement local revenues for health, education, and other essential services, as well as for establishing and maintaining the necessary facilities for the government of the territory. Funds are also being requested for the continuation of the permanent construction program. The 1963 request includes funds for the construction of hospitals, schools, warehouses, family quarters, and various facilities and purchase of fixed equipment. The costs of government are distributed as follows:

Summary by activity

Activity and subactivity	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
High Commissioner's Office	$78,844	$71,400	$92,000	$20,600
Judiciary	62,545	86,100	87,000	900
Health, education, economic and political development:				
(a) Public health	583,901	575,000	700,000	125,000
(b) Education	506,406	575,000	975,000	400,000
(c) Economic and political development	452,613	497,000	836,000	339,000
(d) Legal and public safety	203,708	184,000	210,000	26,000
Operation and maintenance:				
(a) Operation and maintenance of physical plant	1,301,259	1,000,000	1,450,000	450,000
(b) Radio communications	171,693	175,000	300,000	125,000
Transportation Service:				
(a) Sea transportation	1,207,766	1,100,000	1,610,000	510,000
(b) Air transportation	384,118	600,000	421,000	−179,000
General Administration	1,394,631	1,490,500	1,320,000	−170,500
Construction	982,387	1,350,000	3,499,000	2,149,000
Subtotal	7,329,871	7,704,000	11,500,000	3,796,000
Less: Estimated local revenues and reimbursements	1,404,871	1,400,000	1,500,000	100,000
Total	5,925,000	6,304,000	10,000,000	3,696,000

Statement of estimated revenue by source

Source of revenue	Actual, 1961	Estimate, 1962	Estimate, 1963
Public Health Department: Medical and dental fees	$42,507	$48,000	$43,000
Public Works Department operation and maintenance:			
Building, land and dwelling rental	93,096	83,000	93,000
Equipment rental	3,940	15,000	4,000
Garage and other service charges	12,547	10,000	13,000
Utility charges	38,785	30,000	40,000
Cargo handling	64,195	60,000	64,000
Total operation and maintenance revenue	212,563	198,000	214,000
Communications: Radio dispatch revenue	30,095	40,000	38,000
Agriculture Department: Sales of agriculture products	6,839	10,000	9,000
Transportation services:			
Freight and passenger revenues:			
Sea transportation	417,621	528,000	520,000
Air transportation	72,694	80,000	80,000
Total transportation revenue	490,315	608,000	600,000
General revenues:			
Stevedoring	92,580	95,000	92,000
Internal revenue [1]	4,423	5,000	5,000
Copra processing tax	266,740	247,000	250,000
Cigarette tax	40,542	55,000	55,000
Licenses, fines, and forefeitures	6,081	5,000	5,000
Trochus royalties	1,280	5,000	5,000
Interest earned	42,098	25,000	25,000
Miscellaneous, not classified [2]	20,634	14,000	14,000
Scrap sales, miscellaneous	15,396	15,000	15,000
Sales of trust territory property	20,931	25,000	25,000
Petroleum products sales [3]			400,000
Discount earned	3,932	5,000	5,000
Total general revenue	514,637	496,000	896,000
Subtotal	1,296,956	1,400,000	1,800,000
Less: Allocation of local revenues to establish a "Supply Revolving Fund"			300,000
Total revenue applied to operating expense	1,296,956	1,400,000	1,500,000

[1] Consists of excise tax on imports.
[2] Miscellaneous revenues are composed of items not generated in all districts, such as laundry charges.
[3] These sales were not shown as revenues during 1960 and 1961 fiscal years, but were credited to expense. The petroleum sales are made to local trading enterprises, and to the scattersite projects at Palau and Ponape. During 1961 fiscal year the amounts were $290,000 and $130,000 respectively.

Petroleum products are essential to the general welfare, but no means is available to finance and distribute these products except through the facilities of the Trust Territory Government. Rather than finance the purchase of petroleum products through use of operating funds, it is requested that $300,000 of the estimated collections from sale of petroleum products be used to establish a "Supply revolving fund" for purchase of petroleum products and other common use items.

Property and supply stock fund, $300,000

	Actual, 1961 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Property and supply stock fund			$300,000	$300,000

The purpose of this fund is to provide a better method of financing the procurement and distribution of petroleum products and other common use items in trust territory. At present the only available petroleum products storage and distribution system belongs to the trust territory government, and this is an integrated system that cannot be broken down for rental or use by outside interests. During 1961 fiscal year the use of petroleum products in trust territory was as follows:

(*a*) Trust territory operations	$345,000
(*b*) Sales to local trading companies and U.S. Government agencies	290,000
(*c*) Sales to scatter-site projects at Palau and Ponape	130,000
Total	765,000

Heretofore the purchase of petroleum products has been financed through use of grants and local revenues that were appropriated for operating expenses. The above statements also hold true where other common use items are purchased for inventory. Due to the distance from stateside sources of supply, it is imperative that certain goods be on hand for use when required. Prior to 1957 fiscal year most purchases were made for account of the programs with no accountability for the asset represented by the cupboard stocks of goods.

As of June 30, 1961, the value of inventories on hand (exclusive of cupboard stocks charged to expense) was: Cement, $17,000; medicines and medical supplies, $70,000; spare parts for equipment, $240,000; general stores, $290,000; aviation gas and oil, $19,000; other petroleum products, $220,000. It is expected that June 30, 1962, levels would be approximately the same. The statement of assets and liabilities as of July 1, 1962, would as presently contemplated be composed of cash and/or receivables in the amount of $300,000 and the above inventories.

1. HIGH COMMISSIONER'S OFFICE

The estimate of $92,000 for the budget year is $20,600 greater than the amount available in the current year. This increase is to provide for an executive officer GS–15, and the additional necessary funds for travel, office supplies, personnel benefits, and equipment.

The High Commissioner is responsible to the Department of the Interior for administration of the Trust Territory of the Pacific Islands.

The expenses of this office are distributed as follows:

U.S. personal services and benefits	$80,000
Travel and transportation	10,000
Supplies and materials	1,500
Equipment	500

2. JUDICIARY

The estimate of $87,000 is $900 greater than the amount available in the current fiscal year. This activity is headed by the chief justice, with a staff composed of an associate justice, a court reporter, a secretary, 17 full-time Micronesian judges and clerks of court, and 94 part-time judges and clerks who serve on a per diem basis. The part-time staff are on duty and paid only for the days when court is in session. The high court of the trust territory consists of appellate and trial divisions. In each district there is a court having original jurisdic-

tion concurrently with the high court in all civil cases where the amount or value of property does not exceed $1,000, except admiralty and maritime matters, and the adjudication of title to land or any interest therein; also in all criminal cases where the maximum punishment may not exceed a fine of $2,000 or imprisonment for 5 years, or both.

The expenses of the judiciary are distributed as follows:

U.S. personal service and benefits	$47,000
Micronesian judges and clerks of court	34,000
Travel	5,000
Materials, supplies, and equipment	1,000

3. GRANTS

Administration and operation	$6,322,000
Construction	3,499,000
Total grants	9,821,000

A Federal appropriation of $9,821,000 is estimated to be required for the trust territory in the fiscal year 1963 to supplement local revenues. These funds will permit an expansion of the programs affecting public health, education, political and economic development, public works, and construction.

(a) Health, education, economic, and general welfare services

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Public health department	$583,901	$575,000	$700,000	$125,000
Education department	506,406	575,000	975,000	400,000
Economic and political development	452,613	497,000	836,000	339,000
Legal and public safety	203,708	184,000	210,000	26,000
Total	1,746,628	1,831,000	2,721,000	890,000

Public health department, $700,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Hospitals	$368,901	$300,000	$361,200	$61,200
Field medical services	70,000	75,000	78,000	3,000
Sanitation	35,000	32,000	34,200	2,200
Medical education and training	40,000	40,000	33,000	−7,000
Administration	70,000	63,000	109,900	46,900
Nursing school		15,000	25,600	10,600
Dental services		50,000	58,100	8,100
Total	583,901	575,000	700,000	125,000

Hospitals, $361,200.—This estimate represents an increase of $61,200 over 1962 fiscal year. The increase is required to meet the operating costs of eight hospitals, six at the district centers and two enlarged subhospitals at outisland locations ($26,200). All medicines and medical supplies are purchased from the funds allotted to the hospitals. The program for the care and protection of infectious diseases is increased, particularly in the fields of tuberculosis and leprosy as well as preventive inoculations ($10,000). Replacement of equipment is a necessity and an estimated $25,000 will be needed to meet the increased cost of new equipment for the hospitals. The enlarged subhospitals are located at Kusaie, 300 miles from Ponape; and Ebeye, 240 miles from Majuro. Both have increased inpatient facilities and larger staffs. The population served is 3,000 at Kusaie and 1,500 at Ebeye. A leprosarium has been activated at Pingelap, 150 miles from Ponape, to increase direct attack on this disease.

In the past year 49.4 percent of the total births were in the hospitals, about 3,100 women were seen in prenatal and postnatal clinics, about 1,400 children were seen in well-baby clinics, there were 8,038 discharges from the hospitals, there were 66,419 cases seen in the outpatient clinics at the hospitals. This work was done

by a Micronesian staff which included 32 medical officers, 18 dental officers, 61 nurses, 13 dental assistants, 105 nursing trainees, and 123 other helpers in laboratories and offices.

Field medical services, $78,000.—This is an increase of $3,000 over the current year. This amount is only for salaries of Micronesian personnel who work at 103 dispensaries and health centers. This group served 102,700 visits in the past year and drew their supplies from the hospitals at the district centers. There will be an increase in the amount of preventive work done at these outisland dispensaries in the coming year and some increase in personnel is expected. Normal step increases in salary account for $1,000 of the increase. Fifty percent of the population of the territory depend on field dispensaries for their day-to-day health services.

Sanitation, $34,200.—The estimate is an increase of $2,200 over fiscal 1962. Special work in health education has been assigned to the department of sanitation and extra teaching materials and added personnel are necessary as the program expands. There is a definite program to increase the contact with the schoolchildren and village people to provide more on-the-spot health education. Much of this will pertain to sanitation. There is also an incease in the epidemiological search for locations of infectious diseases and a greater effort to improve actual field conditions. This means more personnel and more supplies to combat pests. A team of 22 sanitation trained men performs this work both in teaching and pest eradication; these men also make regular inspections for cleanliness as related to food processing and the preparation of same at dining establishments, and assist in quarantine work.

Medical education and training, $33,000.—This is a reduction of $7,000 as compared to the current year. There will not be any reduction in the amount or quality of the training during the year, but rather full use of the funds so designated. There are 10 students at Fiji Medical School, and it is planned to send 4 more this year. There are two students at the University of the Philippines, and two more have qualified for entrance and will be sent. Six medical interns are at the Navy hospital on Guam, and four are expected to replace them on completion of their postgraduate training. Dental officers are getting an intensive course in the Navy dental clinic at Guam; and two men at a time attend for a period of 6 weeks until all have had this special training. The same type of course is in progress at the Guam Memorial Hospital in the sanitation department for the trust territory sanitation men. Special short courses of 4 to 6 weeks are offered to medical officers and nurses who express a desire for some special subject. One dental officer will go to the University of Michigan for an intensive postgraduate course.

Administration, $109,900.—This is an increase of $46,900 over the current year. There is an increase in the headquarters staff in the Micronesian group of two special assignment medical officers, one in sanitation, one American typist and two Micronesian clerks in the statistics division; $31,900 is allocated for the replacement of capital equipment to be assigned by the director of public health, costs for hospital care outside of the trust territory will be absorbed by this headquarters fund. Travel by the new special medical and sanitation officers will be an increase over the past years. Special reference books are purchased from this fund for use in special teaching. Travel costs for students going away to school are borne by headquarters moneys (Fiji, Manila, Honolulu, United States). There will also be supplied from headquarters funds vaccines for public health protection and immunization of the people. This vaccination program will be put into effect during the budget year, and will be a continuing effort to create general biological protection.

Nursing school, $25,600.—The estimate is an increase of $10,600 over 1962. This school is the professional training source for all nurses serving in the trust territory hospitals. This year there is an increase in the student group to include a student from the Bonin Islands. All are scholarship students and fully supported by school funds. An increase in the curriculum in the fields of public health and administration is planned; an up-to-date library of reference books is in the process of being acquired. In the past all clinical training has been at the Koror hospital; it is now planned that students will get clinical training in other district hospitals to enlarge their field of experience. This added cost must be borne by the nursing school budget. Graduate work in nursing is planned for special students; and the five members of the regular teaching staff will be sent to the College of Guam for a summer course in new teaching techniques. New teaching equipment in visual aids is needed. The additional funds will be used to improve the quality of the nursing staff at the undergraduate and graduate levels.

Dental services, $58,100.—This is an increase of $8,100 over 1962. The dental services have increased the schoolchild program of preventive care and health education in mouth hygiene. There is more service and greater travel by the staff to accomplish this work. There is a school for dental nurses and one class has been graduated and absorbed into the district dental services. This is a part of the preventive program. A new class of nine students has been started and a larger class program is underway. The extra equipment necessary to support these added nurses includes dental units for the cleaning of teeth as well as hand instruments. The new group will be trained in simple dental repair work to improve the future volume of repair and reconstruction available. The dental force handled 18,176 cases in the past year and will be prepared to care for more with the enlarged trained group. Service is offered in the district centers, at the hospital clinics, and portable units go into the field to carry on the work there (5,601 cases done in the field last year). The new plan is to add education in schools and villages to the field groups.

Education department, $975,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Pacific Islands Central School	$90,850	$90,000	$170,000	$80,000
Secondary schools			50,000	50,000
Intermediate school	214,150	184,500	275,438	90,938
Elementary school	103,406	114,000	256,937	142,937
Special training	65,000	35,000	62,625	27,625
Administration	33,000	116,500	125,000	8,500
English-speaking schools		35,000	35,000	
Total	506,406	575,000	975,000	400,000

Pacific Islands Central School, $170,000.—The estimate for 1963 represents an increase of $80,000 over the current fiscal year. This additional sum provides $30,000 to cover costs of approximately 30 more enrollments in the high school, and $50,000 to start postgraduate teacher education courses. Present attendance is 150 students.

The teacher education courses are needed to provide better training for Micronesian elementary school teachers. An enrollment of about 25 teacher-trainees is expected for the 1963–64 school year. The increase for fiscal year 1963 will be needed to take care of the first teacher education class, but the continued growth of PICS and a second year of teacher education will require additional capital improvements in 1964–65.

The $50,000 for teacher education covers the recruitment of two U.S. teachers, two Micronesian employees, housing and feeding costs, and purchase of supplies and equipment.

Pacific Islands Central School is now a 3-year high school consisting of eight major structures; a three-classroom building; a science and laboratory classroom; a cafeteria-auditorium; an industrial arts shop; and three dormitories. Eight homes for faculty members are on a campus of 100 acres.

Seven U.S. and three Micronesian teachers are presently employed. With the addition of one post graduate class, the staff for 1963 will be nine U.S. teachers and five Micronesian teachers. In addition to the teaching personnel there are 10 more Micronesian positions, including kitchen, maintenance and clerical help.

In 1963 the major curriculum will continue to be in general education, although there will be electives in agriculture, commercial subjects and industrial arts, with teacher education as the postgraduate offering.

District school systems.—Each of the six districts of the trust territory runs a school system which includes village elementary schools extending through the 6th grade, and an intermediate school extending through the 9th grade (Ponape has 2 intermediate schools). At the present time there are 7 intermediate schools and 164 elementary schools. Beginning with fiscal year 1963, two districts will start 10th grades, and by 1966 all districts should have complete junior-senior high schools through the 12th grade. Adult education, community development programs, and long-wave broadcast stations will be accelerated in fiscal year 1963 as important adjuncts to the regular curriculum.

Secondary schools, $50,000.—These funds will be used for teachers' salaries, equipment and supplies to start 10th grades in Palau and Truk because in 1963 PICS will be able to absorb only about 15 percent of all the intermediate school graduates who will seek high school education.

Intermediate school, $275,438.—An increase of $90,938 will be needed at this level in order to provide additional U.S. staffing, increased food costs, equipment and supplies. The present intermediate enrollment of 886 will increase approximately 20 percent in fiscal year 1963; some will be absorbed in 2 new intermediate schools at other population centers in 1964.

Although the intermediate curriculum is designed as terminal education for some, there are more students each year seeking a broad general curriculum in English, science, mathematics, social studies, industrial arts, agriculture and homemaking. This necessitates better qualified teachers, a larger library, more supplies and teaching aids. The increasing population, the great distances which students have to travel in order to attend intermediate schools, the establishment of more dormitories, and feeding programs add to the higher costs in fiscal year 1963.

Elementary school, $2 6,937.—The increase of $142,937 for elementary education in fiscal year 1963 represents the first stage of an accelerated program aiming at universal primary education by 1966. These funds are to provide better supervision, transportation costs, more teaching materials, supplies and equipment, and increases in teachers' salaries; $75,000 is provided as a contribution to municipalities for use in raising salaries of qualified teachers; elementary school teachers' salaries now average $27.50 per month.

The elementary schools have been financed primarily by the Micronesians with funds derived from local taxes, fees, and assessments. The trust territory has provided supervisory personnel and most of the supplies. Schoolhouse construction is a local responsibility which has received some assistance from a trust territory grant-in-aid program that has contributed over $40,000 to date. Improvement of the elementary schools is dependent on substantially more financial support by the trust territory in order to supplement the budgets derived from local taxes.

Official statistics show that there are 164 elementary public schools, 10,580 pupils and 358 teachers in the trust territory. In the outer islands many of these schools consist of little more than a thatched roof with sand floor and little or no furniture. About half of the teachers have only an intermediate school education; in many cases, attendance is intermittent and spasmodic. Six years of primary education is provided with the emphasis on the basic subjects of reading (in vernacular and English), arithmetic, science, social studies, arts, and crafts.

Special training, $62,625.—The increase of $27,625 is needed to meet rising costs in college tuition, books, subsistence, and travel. Qualified Micronesians are carefully selected for this special training and represent an investment in leaders who are gradually assuming positions formerly held by Americans. Most of the scholarship students attend the local College of Guam, although many continue for degrees in the Philippines, Hawaii, and the United States.

Administration, $125,000.—The acceleration of education at all levels has necessitated the addition of a staff librarian and supervisor of languages who will function on the headquarters staff. These new positions have been created primarily to improve the teaching of English throughout the territory and to help in the production of teaching materials.

The director of education, his assistant, a secretary, a housemaster for the scholarship students, and the six district educational administrators comprise the other administrative positions of the department of education. Funds requested are to be used for salaries, travel, printing and publication, equipment, supplies and materials.

English-speaking schools (dependent schools), $35,000.—These funds are needed to pay the salaries of five U.S. teachers and to provide materials and supplies for the English-speaking schools that serve dependent American children. Formalized schools for dependent American children did not exist until 1962. At the present time, there are 84 dependent American children and 11 Micronesians who attend these schools. Qualified Micronesian pupils who can speak English pay a nominal tuition to attend these schools.

Economic and political development, $836,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program staff			$100,000	$100,000
Anthropology	$33, 00	$34,000		−34,000
Land and claims	100,000	110,000	146,000	36,000
Agriculture and fisheries	266,613	300,000	330, 00	30,000
Economic development	53,000	53,000	260,000	207,000
Total	452,613	497,000	836,000	339,000

Program staff, $100,000.—This is a reorganized staff headed by the programs officer, and the funds requested are for salaries only. Its function is to assist the people of Micronesia in further advancing their political and economic aims. In addition to the programs officer, the U.S. staff will include a political affairs officer, economist, a business analyst, two economic development officers for districts, a claims assistant, a special assistant to the High Commissioner (economics), a secretary, and a housekeeper. Micronesian employees will serve this activity in all districts, and be provided for in district budgets. The economist will work closely with the programs officer and the agriculturist in fully developing the economic potential of Trust Territory. Further, in the political affairs field, assistance will be available to the Council of Micronesia, the district congresses, and municipal governments on chartering, budgeting, training, and management problems. Additionally, this department will survey the economic potential of Trust Territory and develop plans for the greatest possible realization of this potential. The estimate for this department is to cover salaries, travel, and miscellaneous office expenses. Necessary funds for travel, supplies, and miscellaneous expenses are provided for under the plans and programs activity section of general administration.

Land and claims, $146,000.—The increase of $36,000 over 1962 fiscal year results from the increased emphasis on the activities of this department, the planned addition of two new positions and increases for supplies, materials, and equipment, in addition to substantial increases in the Micronesian surveying and land office staffs in the major districts. The two new positions are a land and claims administrator and an assistant, both to be located at Headquarters, with the assistant qualified and expected to perform extensive field duties. This will bring the total strength of the U.S. personnel to eight, with two land title officers and three survey and cartographic engineers at the district level and one chief surveyor and cartographic engineer on headquarters field staff.

This department, officially entitled the "Office of Land Management," is responsible for the surveying, leasing, settlement, homesteading, or other use of the public lands of the Trust Territory. It also has direct responsibility for the administrative settlement of all claims arising out of or pertaining to the use or occupation of private lands by the U.S. Government or any of its agencies, or by the Government of the Trust Territory.

There continues to be a large backlog of surveying to be performed in most districts, particularly in connection with the establishment of boundary lines in claims for use or occupation of private land, and the returning of public land to Micronesian ownership through homesteading.

Agriculture and fisheries, $330,000.—This estimate is an increase of $30,000 over 1962 fiscal year. The sum of $8,000 is for the salary of the superintendent of the farm institute at Ponape, and the balance of $22,000 covers the cost of additional agricultural extension work and special training.

The Farm Institute is an agricultural extension training school located at the former Madolenim demonstration center site in the Ponape district. This area was formerly a large coconut plantation, the greater portion of which has been homesteaded and a portion kept for a farm demonstration center with field demonstration and trial plantings of coconut, cacao, pepper, coffee, potential commercial spice, fruit and nut trees, timber, and livestock. The greater part of training will be of a practical nature with students from all trust territory districts.

The agriculture and fisheries program is based on a policy directed toward maximum self-sufficiency for Micronesia, including food and cash crop production, local and export fisheries production, and development of related agricultural industries. The program is generally divided objectively into development of:

(*a*) *Subsistence crop development.*—Food and utility crops, poultry, livestock, conservation, forestry.

(*b*) *Cash crop development.*—Coconut, cacao, black pepper, rice, ramie, coffee, and other suitable crops.

(*c*) *Fisheries resource development.*—Production of fisheries products for local consumption; production of fisheries products for export.

(*d*) *Entomology program.*—This includes biological and chemical control of insect and plant pests, quarantine service, research on insect pest control participation in exchange of information, research and insect predators with the SPC entomology and quarantine programs and other technical governmental agencies.

(*e*) *Agricultural extension training.*—(1) Basic practical agricultural training for extension agents at the Farm Institute at Ponape; (2) fisheries and boat handling training at the School of Fisheries at Palau; (3) boatbuilding training at Palau; (4) special training at foreign agencies in field of agriculture and fisheries; degree agriculture and fisheries training at Hawaii and the Philippines.

Program direction is administered by a director of agriculture and fisheries; additional staff includes a clerk typist at the Guam office, a staff entomologist at Palau, a fisheries specialist at Palau, a horticulturist specialist at Ponape, and a Farm Institute superintendent at Ponape. Fifteen extension agriculturists and fisheries specialists plus 160 Micronesians are employed in the districts.

The estimated cost of this program by type of expenditure is: U.S. salaries, $160,000; Micronesian salaries, $130,000; agriculture and fisheries extension work and training program, $40,000.

Economic development, $260,000.—The $207,000 increase in this program over 1962 fiscal year is for use as follows: (*a*) new programs: (1) to establish an economic development fund for lease and loan guarantees to promote establishment of small industrial enterprises, $100,000; (2) coir fiber, Truk, $10,000; (3) fisheries development at Truk, $28,000; (4) rice development at Ponape, $10,000; (5) rice development at Palau, $4,000; (6) sugar development at Palau, $5,000; (7) boatbuilding at Palau, $15,000; (8) fisheries school at Palau, $5,000. (*b*) expanded programs: (1) increase of $15,000 for cacao development; and (2) increase of $15,000 for fisheries development at Palau.

The principal resources of the trust territory are its agriculture and fish products.

Leadership will be given to this program by the staff economist working with the programs officer and director of agriculture and fisheries and his staff. In addition to fisheries research and development of new cash crops, small local industries fall under this title, such as slaughterhouses, poultry businesses, fish byproducts, and utilization of coconut fiber. Development will also be conducted along such lines as subsistence fishing, handicraft programs, homestead programs, construction of local buildings, contract construction, repair and maintenance of fishing and other type vessels, canning, and other methods of fish preservation.

Legal and public safety, $210,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Legal and public safety	203,708	$184,000	$210,000	$26,000
Total	203,708	184,000	210,000	26,000

The increase of $26,000 for 1963 fiscal year over the current year is to provide for the pay increase granted in January 1961, to purchase new equipment and supplies, and bring the estimate in line with actual costs.

This department is responsible for drafting all laws and amendments thereto, executive orders and other regulations and directives having the force of law, in addition to providing general legal services for the High Commissioner and his staff. It is also charged with the responsibility for certain phases of industrial safety, and supervises the trust territory insular constabulary which, in turn, carries out police and fire protection functions in all districts.

The funds requested for operation of this department include the salaries and expenses of an attorney general, 5 other Federal employees, consising of an assistant attorney general, district attorney, public defender, director of public safety, and legal secretary, in addition to 126 Micronesian employees, consisting of 9 assistant public prosecutors and 117 constabularymen.

(b) *Operation and maintenance*

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Operation and maintenance of physical plant	$1,301,259	$1,000,000	$1,450,000	$450,000
Radio communications	171,693	175,000	300,000	125,000
Total	1,472,952	1,175,000	1,750,000	575,000

Operation and maintenance of physical plant, $1,450,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Administration	$25,940	$24,545	$30,400	$5,855
Headquarters operation and maintenance	106,000	101,671	106,681	5,010
Central repair shop	60,000	50,000	88,750	38,750
District operation and maintenance	1,109,319	832,784	1,224,169	400,385
Total	1,301,259	1,000,000	1,450,000	450,000

Administration, $30,400.—This estimate for administration of public works and construction represents an increase of $5,855 over the 1962 estimates.

The increase will provide sufficient funds to cover salaries and expense of the headquarters administration staff which is composed of a director, assistant director and a secretary. The director of public works has technical direction over the operation and maintenance and permanent construction programs for the trust territory, and serves as staff advisor to the High Commissioner. The assistant director supervises and inspects the district public works and constructiontion programs to determine if such programs are in conformity with approved plans and programs.

The operation and maintenance of physical plant involves operation and maintenance of transportation, support and service facilities such as docks, airfields, powerplants, buildings, motorized equipment, and boats. A permanent construction program was started in 1955, with funds provided by the U.S. Congress, and is still in progress. This program includes the replacement of overaged buildings, powerplant, schools, hospitals, and other facilities with new construction and equipment.

Headquarters operation and maintenance, $106,681.—The estimate is an increase of $5,010 over fiscal 1962. This increase covers the maintenance and repair cost of additional office and housing space as these requirements will expand as a result of reorganization and acceleration of the education and economic development programs.

The headquarters operation and maintenance staff is composed of a foreman and 12 crew members. Five widely separated housing and office areas are maintained: (1) the Piti warehouse area consisting of an office building, a warehouse and storage yard, and the central repair shop; (2) the cliffline housing area where 7 temporary housing units are maintained; (3) the Maiti housing and office area, composed of a hotel, 33 housing units and the headquarters administrative offices; (4) the High Commissioner's residence and (5) the Deputy High Commissioner's residence.

Repair and maintenance consist of plumbing, carpentry, and electrical servicing. The cost of materials and supplies used in repair work is included in this estimate.

Central repair shop, $88,750.—The estimate is an increase of $38,750 over the current fiscal year. Some $30,000 will cover the cost of new equipment and tools, and $8,750 is provided for an increase of two in the repair shop staff which presently consists of nine employees.

As the construction program is accelerated, and the repair of automotive and other equipment increases, the present equipment, tooling, and staffing will not meet requirements.

The central repair shop, headed by a quarterman transportation, serves as a clearing house for all equipment shipped to or transshipped within the trust territory. Any newly acquired equipment is inspected at this shop before shipment to a district, and necessary repairs or rehabilitation work performed. Equipment repair too difficult for repair in the districts is shipped to this central repair shop.

In addition to supervising the central repair shop operations, the foreman (quarterman transportation) conducts regular surveys of district equipment and equipment purchasing plans, and sets up repair, acquisition, and disposal programs for them.

District operation and maintenance of physical plant, $1,224,169.—This estimate reflects an increase of $400,385 over 1962 fiscal year. About $350,000 of this increase covers the cost of petroleum products used by district activities. Most of the petroleum products are used in the public works and construction programs. This cost was financed at headquarters in 1962 fiscal year, and distributed to the district activities. Some $25,000 of the increase will be used to replace public works equipment and tooling, and the remainder of $25,385 for partial payment of salaries of additional U.S. and Micronesian personnel.

Each district has its own public works department which handles maintenance, operation, and construction. A district public works department is responsible for transportation, maintenance of plant facilities such as powerplants, reefer plants, waterplants, powerlines, telephone systems, maintenance of buildings, operation of dock facilities and assigned construction, water and land transportation facilities, road maintenance and equipment support to all construction and maintenance projects. The replacement value of capital improvements and equipment is estimated at $25 million. Operation of transportation in the districts is unique as a wider scope of work is performed than is usual for public works. Transportation includes harbor traffic, stevedoring, POL fueling from ships, and field ship operation at main islands, using small craft up to 50 feet in length.

The permanent construction program, although separately funded, is to a great extent supported by the operation and maintenance program, since the labor pool, both skilled and unskilled, are interchangeably used in each program as are the heavy equipment, rolling stock, and small watercraft. This means that to properly carry out the construction program and the mission of the trust territory, public works must be able to properly supply the necessary facilities, structures, and service to the construction program.

The distribution of this estimate by object of expenditure follows: (1) U.S. salaries, $380,000; (2) Micronesian salaries, $380,000; (3) petroleum products, $350,000; (4) materials and supplies, $64,169; (5) equipment, $50,000.

Radio communications, $300,000

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Radio communication system	$171,693	$175,000	$300,000	$125,000
Total	171,693	175,000	300,000	125,000

This estimate is an increase of $125,000 over 1962 fiscal year; $100,000 of this increase is for new equipment that will be used to standardize and modernize the communications system, reduce the inventory of parts and supplies, simplify training of personnel, and create faster and more accurate means of communications. The equipment includes a transmitter, receivers, power supply and antenna multicouplers. The remaining $25,000 will be used to pay the salaries of 15 additional Micronesian employees and purchase parts and supplies.

This department maintains a communications system that extends throughout trust territory. A transmitting and receiving station is located at Guam; the central electronics maintenance and supply headquarters is at Truk. The staff is composed of 9 U.S. employees, and the present staff of 48 Micronesians is being increased to 63.

(c) *Transportation services*

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Sea transportation	$1,207,766	$1,100,000	$1,520,000	$420,000
Air transportation	384,118	600,000	421,000	−179,000
Acquisition of vessel			90,000	90,000
Total	1,591,884	1,700,000	2,031,000	331,000

Sea transportation, $1,520,000.—The increase of $420,000 over 1962 fiscal year is not entirely an increase in operating costs. Of this amount, $257,000 covers commercial freight and handling costs on supplies and equipment shipped to Guam, previously budgeted for under general administration. The actual increase of $163,000 includes $100,000 required to bring the estimate into line with previous actual expenditures ($1,229,061 in 1960 and $1,207,766 in 1961), and $63,000 for increased overall cost of operation under the contract accounted for by wage and price increases and the addition of one new vessel (M/V *Militobi*) placed in service in October 1961.

There are seven vessels in the fleet, which consists of one 3,825-ton cargo vessel that operates out of Guam to all districts, a small tanker, and five smaller vessels that serve the outer islands within a district. These ships are operated by the Pacific Micronesian Line on a cost-plus-fixed-fee contract basis. An additional vessel, owned and operated by the Marshall Islands Import-Export Co., is used to supplement the service of the trust territory-owned station vessel in that 678,000 square mile area, and is partially subsidized by the Government.

Air transportation, $421,000.—Air transportation is furnished under a contract with Pan American World Airways on a per mile basis, the estimate represents an increase of $21,000 over the amount available in the current year for the same purpose due to revised rates. Two SA–16 planes are used in a weekly service to five of the districts, and twice monthly to Rota. A third amphibious aircraft previously used in this service was lost in a water landing in July 1961. A study and reevaluation of the air service operation conducted shortly thereafter indicated that replacement should be made with a DC–4 type aircraft and that the operation should be phased into a land plane service as rapidly as feasible. Air traffic had increased in recent years to an extent beyond what can be handled efficiently with the amphibious aircraft available. A supplement appropriation of $200,000 in the current year made possible the purchase of a DC–4 to replace the lost SA–16. Effective payload will be increased approximately sixfold. As this is a nonrecurring item, funds are not being requested in the budget year. Aviation gas and oil are purchased by trust territory for use of the contractor and stored at district centers where refueling is necessary, and sold to the contractor as needed.

Acquisition of vessel, $90,000.—In order to render a service to the out-islands which will aid in their development economically and socially, it is necessary to institute a field service fitted to such needs. This is best accomplished by equipping a small ship with facilities which will carry political and economic advisers, agriculture specialists, education personnel, and medical services to all islands and be in contact a sufficient time to provide effective service. Present field trip service to outlying atolls is inadequate because of limitation of time that can be spent at each point of call. A small ship will carry at all times the personnel and equipment to assist with local problems and to further the educational, health, and economic development needs of the island people. The objective is to assist the people of the out-islands to attain self-advancement through self-help and intelligent guidance.

The field medical service is the only practical means of bringing medical care to the population of outlying atolls—inoculation programs, infectious disease finding, emergency surgical treatment, supervision of the local medical dispensaries, and effective public health programs in environmental sanitation and health education.

Economic development officers and extension agriculturists will conduct training in better methods of planting crops, introduce new subsistence and cash crops, set up more efficient copra producing methods, develop standards for handicraft production, aid in the development cottage industries, aid in establishing cooperative producing and marketing units and credit unions. In short, a complete aided self-help program to raise local standards of living will be possible under this special field trip vessel project.

One of the most difficult problems in improving elementary education throughout the dispersed islands of Micronesia is providing periodic supervision. In the past, the field trip ships served the outer islands primarily for the purpose of inspections, to pick up copra, and to trade. There was not enough time for the elementary supervisor to conduct demonstration classes or to observe classes in session. With the acquisition of a field trip ship which will serve only for island development, it will be possible to bring the elementary schools of the outer islands up to minimum standards.

(d) General administration

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase or decrease (−)
Reports	$14,770	$18,000	$18,000	
Plans and programs	20,435	42,000	53,000	$11,000
Personnel	42,315	56,000	56,000	
Property and supply	156,852	166,000	180,000	14,000
Budget and fiscal	109,866	125,000	125,000	
Administrative services	78,828	75,000	80,000	5,000
District administration	593,017	529,000	578,000	49,000
Freight and handling	241,097	250,000		−250,000
Personnel benefits	137,451	229,500	230,000	500
Total	1,394,631	1,490,500	1,320,000	−170,500

Reports office, $18,000.—There is no change in the estimate for this office as compared to fiscal year 1962. Staffing for this office includes a reports officer, clerk-typist, and a Micronesian editorial assistant. The editorial assistant was added to the staff in fiscal year 1962 as part of a program of increasing Micronesian participation in headquarters work. It is felt that this added cost can be absorbed within the framework of the reports office funds without an increase. This office provides information service for the trust territory, issuing news articles and pictures to newspapers and radio-TV and to the districts, and also provides photographic coverage of the trust territory.

The Micronesian Reporter, the official news publication of the trust territory government, is prepared and published by this office. Also, monthly and annual reports to the Secretary of the Interior, as well as other special reports as required, are prepared by the reports officer.

Plans and programs, $53,000.—The increase of $11,000 in this activity is required to provide funds for increased staffing. A 1962 fiscal year reorganization of the economic and political development programs resulted in the transfer and consolidation of certain functions of this and other related activities. The plans and programs and staff anthropologist positions were eliminated, and administration of the copra and surface transportation contracts was transferred to the executive officer. A program staff has been developed to coordinate the work of the activities participating in the economic and political development of trust territory. The estimate for this activity provides for travel, supplies, and administrative expense of the program staff and the economic and political affairs activities.

Personnel, $56,000.—There is no change in the estimate for this office as compared to fiscal year 1962. This department administers a comprehensive agency personnel program for 260 civil service employees as prescribed by the "Federal Personnel Manual" and pertinent directives, and a uniform personnel program for approximately 1,900 Micronesian employees of the trust territory government, plus the related programs of training, safety, housing, and travel.

The policies and procedures of the Micronesian program are developed by the personnel department and promulgated in the Micronesian title and pay plan and the "Trust Territory Personnel Manual." During the fiscal year 1962, the program for Micronesian employees has been studied in considerable depth in light of increased responsibilities being assigned to Micronesian positions. Pay schedules, classification and qualification standards, and related fringe benefits will be reevaluated. Planned personnel management assistance to district administrators in the field will be expanded, involving considerable travel by the personnel department staff. Employee training and utilization will receive extra emphasis to facilitate replacement of civil service employees with Micronesians, and for more effective use of the civil service work force.

Property and supply, $180,000.—This estimate provides for an increase of $14,000 over the current year for additional staffing to help meet the increased requirements resulting from accelerated economic, political, public health, education, and construction programs.

These expanding programs will considerably increase the need for equipment and supplies, and increase the workload of the property and supply department to maintain the long supply line serviced by this department.

The property and supply department is responsible for the overall management of the trust territory property and supply program, including procurement of all supplies and equipment by direct purchases and acquisition from Federal

excess sources. Purchases average $1.6 million per year of which 50 percent is accomplished through the General Services Administration, with the balance through naval supply depot, Guam local merchants, and others. A central supply depot is maintained at Guam, administering stock fund inventory programs valued at over $1 million, including medical stocks, spare parts and general stores, as well as replenishment of packaged and bulk petroleum products stocked at the district level. This department administers the U.S. Department of Agriculture surplus commodity program for the trust territory and a property accountability program with over $25 million in capital assets.

Budget and fiscal, $125,000.—No change has been made in the estimate for this department. This office provides financial accounting and budgetary services for the trust territory. Each district maintains a finance office, performing cash collection, disbursing, accounting, and reporting duties, which receive technical and staff supervision from the Comptroller. In all except one district, the chief finance officer is a Micronesian, and staffing is entirely Micronesian. The annual district and departmental budgets are coordinated and assembled in this office for approval of the High Commissioner and transmittal to the Office of Territories. This office also disburses Federal funds for the High Commissioner's office, judiciary, the Governor's office and selective service headquarters at Guam.

Included in this estimate is $15,000 for the internal audit office for the auditor's salary, office supplies, and travel. The internal auditor is on the High Commissioner's staff. Audits are conducted of commercial business enterprises in trust territory as well as Government operations.

Headquarters administrative services, $80,000.—The estimate represents an increase of $5,000 over 1962 fiscal year. The increase will bring the 1963 estimate in line with actual costs for 1961 fiscal year, and provide funds to service an expected increase in air transportation services. A DC–4 land-based aircraft is being acquired to supplement the present service. This office handles the paperwork in connection with scheduling flights and booking passengers. In addition to air operations, the office performs liaison immigration service, administers a centralized communications facility linking headquarters with all district centers by radiotelephone and teletype, and operates a mail and files section, through which all incoming and outgoing correspondence and mail are routed.

District administration, $578,000.—This estimate is an increase of $49,000 over 1962 and will be used to defray costs resulting from the 1961 Micronesian pay raise, and to hire 11 additional Micronesian employees. No increase in U.S. staffing and other administrative costs are anticipated except as may occur from price rises and ingrade raises.

There are six districts or administrative areas in addition to headquarters at Guam; each is administered by a district administrator who is directly responsible to the High Commissioner. Each district has the same line and staff organization as headquarters—public health, education, economic and political development, agriculture, and administration. Each district administration staff includes an assistant district administrator, an administrative assistant (personnel officer), and finance and supply employees. This estimate covers the wages of 34 U.S. and 154 Micronesian employees. The distribution of costs is as follows: salaries and expenses, $525,000; supplies and materials, $43,000; equipment, $10,000.

Freight and handling.—This service has been budgeted for under transportation services in 1963.

Personnel benefits, $230,000.—The estimate reflects an increase of only $500 over fiscal year 1962. It provides for such employee benefit programs as recruitment, incentive awards, hotel operations, and a safety program. Experience has shown that the funds provided for recruitment were inadequate in past years; additional funds have been included in the budget year to meet this need. Provision has been made also for the group life insurance contribution which had not been estimated in previous years. The trust territory has found it necessary to operate hotels in the districts and at Guam due to the isolated nature of these posts and the nonavailability of local facilities. The Overseas Differential Act (Public Law 86–707) made payment of quarters living allowances, transfer allowances, and education allowances a factor, and charges are to be made to this account.

A breakdown of the estimate follows: employee recruitment, $120,000; employee compensation insurance, $12,000; incentive awards, $1,000; retirement contributions, $42,520; health benefits contributions, $13,330; FICA contributions, $5,700; commissary and hotel operations, $25,000; safety program, $5,000; group life insurance contributions, $5,450.

(e) Construction

Type of construction	Actual, 1961	Estimate, 1962	Estimate, 1963
Hospitals	$180,137	$200,000	$460,000
Schools	225,815	375,000	536,500
Administration buildings	52,262	50,000	170,000
Warehouses	8,309		
Quarters	76,326	550,000	636,000
Shops and garages	6,519		
Facilities and equipment	136,123	100,000	1,496,500
Docks, harbors, and dredging	296,896	75,000	200,000
Total	982,387	1,350,000	3,499,000

The 1963 fiscal year construction program represents an increase of $2,149,000 over 1962 fiscal year. The largest increases are for hospitals and utilities. New projects being financed for the first time on a large scale are airfields, $400,000; economic development projects, $174,000; and grants-in-aid to local communities for construction of roads and schools, $183,000. Acceleration of the long-range construction program is urgently needed in order to keep pace with program goals. The buildings being replaced are mostly of frame construction with corrugated sheet metal roofs. New replacement structures are more permanent being of concrete, hollow tile, and steel.

A detailed description of the 1963 construction projects by districts follows:

Hospital construction, $460,000

District	Description	Estimate, 1963
Palau	Nurses' dormitory (training school)	$40,000
Truk	Hospital	170,000
Ponape	Hospital wards	100,000
	Hospital kitchen	15,000
Marshalls	Hospital	135,000
Total		460,000

The increase of $260,000 for 1963 provides funds to start work on new hospital facilities at Truk and Ponape, and to complete work in the Palau and the Marshalls districts. Palau hospital facilities will be completed in 1963 at an estimated total cost of $475,000. Some $40,000 is programed for a dormitory for male student nurses as quarters are not presently available for students from other districts attending the central nurses training school. This program also provides for initial construction of new hospital facilities at Truk and Ponape to replace the present temporary wood frame and quonset type buildings. New facilities will be of permanent-type concrete, hollow tile, and steel frame construction at an approximate cost of $500,000 for each facility. The Marshalls hospital will be completed in 1963 at an estimated total cost of $400,000, including the cost of medical equipment and furnishings.

Present hospital facilities in trust territory consist of six hospitals; one at each district center, and two subhospitals at Ebeye and Kusaie. There are 354 bed spaces in the hospitals. Future population growth and increased medical service to outer islands may require additional hospital improvements, but the facilities now being constructed will provide 190 additional bed spaces in modern, permanent surroundings.

School construction, $536,500

District	Description	Estimate, 1963
Rota	Intermediate school	$30,000
Palau	do	30,000
Yap	do	100,000
Truk	Dormitories and library	95,000
	Secondary school classrooms	30,000
Ponape	Intermediate school	100,000
Marshalls	Secondary school classrooms	30,000
	Intermediate school classrooms at Ebeye	30,000
Territorywide projects	Local grants-in-aid for construction of elementary schools.	91,500
Total		536,500

The 1963 estimate for school construction represents an increase of $161,500 over the current fiscal year. Some $385,000 is for the continuation of projects started in 1962 and prior years. Work on the Rota intermediate school will begin in 1962 and will be completed in 1963 with this additional $30,000. The Palau intermediate school was started in 1961 and will be completed to incorporate classrooms and facilities for a senior high school. There are 155 pupils in attendance at this school, with anticipated growth to 800 by 1966. Construction of the Yap intermediate school began in 1962 fiscal year and will be continued in 1963 and 1964 fiscal years. There will be sufficient classroom space for 200 pupils in this school. The Truk intermediate school will be completed in 1963 except for dormitories and a library. Seventy-five percent of the students attending this school are from outer islands and must be housed and fed at the school. At Ponape, the intermediate school plant will be consolidated with PICS in order to provide a consolidated junior-senior high school. A total of $30,000 is provided for increasing intermediate school classroom space at Ebeye where attendance is expected to increase from 30 to 100 by 1966.

New projects are slated to start in 1963 in all districts. Secondary or high school classes will be started at Palau, Truk, and in the Marshalls; an additional classroom and equipment will be necessary at Truk and the Marshalls, requiring $30,000 at each district.

The grants-in-aid are projects jointly financed by the trust territory government and the local municipalities. Usually this financing is on a 50–50 basis with the government paying for materials and supplies, and the municipality furnishing labor. Technical assistance is also provided by the trust territory government, with complete plans and estimates being drawn in advance before an agreement is concluded and work started.

Administration buildings, $170,000

District	Description	Estimate, 1963
Palau	Constabulary building	$25,000
Truk	Courthouse	60,000
Marshalls	Administration building	85,000
Total		170,000

The estimate for administration buildings is an increase of $120,000 over 1962.

At Palau, the constabulary building will be enlarged and modernized. This structure is a prewar concrete building with a quonset on top for a constabulary quarters. It will be enlarged and a permanent constabulary quarters built as a second floor at an estimated cost of $25,000.

Sixty thousand dollars are provided for a permanent new courthouse at Truk to replace a frame and corrugated sheet-metal building constructed during the immediate postwar period. The new structure will be 3,600 square feet in floor area and contain space for the chief justice chambers, court clerk offices, and public hearing area.

An administration building for the Marshall Islands district is planned at an estimated cost of $85,000. The present building consists of several frame and sheet-metal quonsets joined together to form one large building. Floor space of

2,000 square feet will remain the same in the new building. New construction will be of concrete, hollow tile and steel. Office space will be provided for the district administrator and a staff of 20 other employees.

Quarters, $636,000

District	Description	Estimate, 1963
Palau	Employee housing (4 units)	$80,000
Yap	Employee housing (3 units)	60,000
Do	Hotel	81,000
Truk	Employee housing (4 units)	80,000
Ponape	Employee housing (3 units)	60,000
Marshalls	Employee housing (3 units)	75,000
Guam headquarters	Cliffline housing	200,000
Total		636,000

The estimate of $636,000 for quarters is $86,000 greater than the adjusted figure for 1962. The original estimate of $650,000 for 1962 was revised by transferring $100,000 of Cliffline funds to Palau district for hospital construction, and $100,000 originally budgeted for quarters at Ponape was transferred to the Marshalls because the immediate need for housing was more urgent in that district. There will be no other new quarters construction starts in the districts during 1962 fiscal year.

For 1963 fiscal year, the program calls for construction of 17 new units in the districts at a cost of $436,000. Most of these units will replace present old quarters, which are excessively expensive to maintain. In all cases, the quarters being replaced are of frame and corrugated sheet metal or quonsets that date from the immediate postwar period. The plans call for three-bedroom houses having reinforced concrete floors, concrete block walls, and frame or concrete roofs.

Facilities and equipment, $1,496,500

District	Description	Estimate, 1963
Rota	Water system	$30,000
Do	Piggery	5,000
Do	Demonstration farm improvements	20,000
Palau	Airfield	100,000
Do	Water reservoir	100,000
Do	Powerlines installation	100,000
Yap	Airfield	100,000
Do	Powerplant reroofing	15,000
Do	Gaanalay agriculture station development	30,000
Do	POL storage tank	25,000
Truk	Powerlines	50,000
Do	Water system	100,000
Ponape	Powerlines	100,000
Do	Cold storage plant	100,000
Do	Rehabilitation of agriculture station	16,000
Do	Airfield construction	200,000
Marshalls	Fishery freezer conversion and ice machine	40,000
Do	Water storage	75,000
Do	Ejit Islands agriculture facilities	25,000
Territorywide projects	Economic and agriculture station development	100,000
	Intradistrict vessel	74,000
	Local grants-in-aid for roads and other public facilities	91,500
Total		1,496,500

The 1963 estimate for the construction projects in this category is $1,396,500 greater than for 1962. A large part of this increase results from the need to expand air transportation and public utility systems.

Airfields, $400,000.—The present air service consists of two amphibious planes (SA–16's) which are certificated to fly at gross weight of 29,000 pounds each. This allows a gross payload of approximately 2,500 pounds. During the last 2 years, mail cargo alone has grown to the extent that it sometimes takes up to 1,500 pounds of this space. This causes large backlogs of passengers and essential trust territory cargo to accumulate at Guam, and extra flights very often must be

flown to move this backlog. To improve this situation, a larger plane has been purchased; it is a land-based plane that will require construction of airfields at Palau, Yap, and Ponape. Preliminary surveys and work have been started with 1962 fiscal year funds. The estimated total cost of constructing the airfield at Palau will be $100,000; for Yap, $100,000; and Ponape, $1 million.

Water systems, $305,000.—The principal source of water in each district is by means of dammed streams and water catchments. Almost every year there is a period of water rationing in at least one of the districts. In Palau, most of the fresh water is obtained from a river on Babelthuap by means of a dam and an underwater pipeline to Palau. This is a Japanese dam which was bombed during World War II. By reconstructing the damaged section, the elevation of the dam can be raised to provide additional storage amounting to over 10 million gallons. The $100,000 estimate is the first increment of an estimated $300,000 necessary to accomplish this job.

The $30,000 for Rota is needed to replace water mains in Rota Village. The present water mains were put in prior to 1950 using pipes available from surplus. Repair of these lines is not feasible due to deterioration of the black iron and invasion-type pipe.

The water system at Truk is to be renovated and expanded so that storage capacity will be increased from 500,000 to 1 million gallons.

A concrete water reservoir of 21,000-gallon capacity will be built at Marshalls district for use of the intermediate school. Marshalls district as a whole consumes 200,000 gallons of water daily from the trust territory water system. Daily consumption at Palau is 220,000 gallons; Yap, 28,000 gallons; Ponape, 248,000 gallons; Truk, 110,000 gallons.

Power facilities, $265,000.—Powerlines are inadequate to meet present requirements in many areas without any increase in demand. Original powerplants were constructed during the 1946–51 period, using material and design from World War II. Generator units were 75 kilowatts. Banks of these units were installed to meet power requirements in each district. These units have been replaced by larger diesel units. Expanded programs have extended and increased the load on these lines leaving them underdesigned for the present load. Transformers, hardware, and poles have deteriorated beyond economical repair and wire sizes are too small. The amounts budgeted for powerlines at Palau ($100,000); Truk ($50,000), and Ponape ($100,000) are to modernize and bring the lines up to date. Also included in this estimate is $15,000 to reroof the powerplant at Yap.

Economic and agricultural development projects, $236,000.—This estimate includes $116,000 for replacement of agricultural facilities and $40,000 for a fishery in the Marshalls. At Rota, a piggery is needed to expand and improve the breeding stock. During a storm in 1961, a toolshed at the demonstration farm was blown down. The estimate of $25,000 will replace this shed and provide for a piggery, chicken hatchery, and purchase of tools.

Gaanalay agriculture station at Yap is an agricultural demonstration and farm improvement center where a piggery, hatchery, additional farm buildings, and tools are required at an estimated cost of $30,000. The $16,000 for Ponape is for use in replacing and rehabilitating the agriculture station at the district center as it is the territorywide headquarters for cacao development.

A $40,000 estimate for a fishery at Marshalls is for use in converting a part of the present reefer so that it may be used to freeze fish for storage, and to provide a necessary icemaking machine.

Alsi in the Marshalls, $25,000 is estimated for use in improving the Ejit Islands agriculture facilities. The requirements are the same as for the demonstration centers at Yap, Rota, and Ponape; and a piggery, hatchery, additional buildings, and tools are needed.

In addition to the $96,000 described above to improve and expand the central agriculture demonstration centers at Rota, Yap, Ponape, and the Marshalls, an estimated $100,000 is necessary to provide the same type of facilities at the smaller agricultural centers, remote villages, and outlying islands. These facilities include hatcheries, piggeries, purchase of farm equipment and tools, and construction of sheds for agricultural and livestock purposes.

Bulk petroleum storage plant, $25,000.—A petroleum bulk storage tank estimated to cost $25,000 is to be constructed at Yap. This tank will permit wholesale purchase and storage of diesel without the more costly use of drums; it will provide for storage of 80,000 gallons of diesel and 42,000 gallons of MoGas.

Cold storage plant, $100,000.—The $100,000 for a new cold storage plant at Ponape replaces a present inadequate and wornout plant. Increased requirements have resulted from addition of PICS school facilities, increased local demand, the scatter-site projects, and cooperative fisheries program.

Intradistrict vessel, $74,000.—This estimate is for a small steel vessel with single screw which will be able to operate within the shallow waters around islands within the lagoon of islands within the Truk district. These islands are not visited by regular field trip vessels and depend on the irregular service of native-owned boats. This vessel will also be available to service islands within a short distance from Truk Atoll which will result in better field trip service for the entire district.

Grants-in-aid for road construction, bridges, and municipal buildings, $91,500.—The grant-in-aid program is a joint program whereby the government contributes to communities' requirements and desire to construct municipal roads, bridges, and buildings where local resources are inadequate to carry the program without help. This cooperation is on a 50–50 basis, with the trust territory government supplying equipment and technical assistance, and the local municipalities providing labor and local material.

In prior years, grants-in-aid were budgeted for under administrative funds, but the nature of the fund is construction; therefore, the estimate is included under construction for 1963. Approximately $80,000 of grants-in-aid construction has been completed during prior years, one-half of which was financed by the trust territory government. Most of this work was to build elementary school buildings. Very little has been done on road construction with grants-in-aid funds, except for one bridge construction project.

Most of the roads in all districts are in bad shape, with many being impassable by motor vehicle. At Babelthaup in Palau district, and at Ponape, it is necessary to use a boat to reach villages and government facilities in remote areas because of the poor condition of roads. Adequate low-standard roads are essential for the development of the economic potential of the larger island areas in the trust territory.

Development and improvement of port facilities, $200,000

This estimate is an increase of $125,000 over 1962 fiscal year. Additional dock and harbor improvements are required at all districts except Truk. Emphasis will be placed on improving existing facilities at Yap, Ponape, and Rota. The harbors at Yap and Rota must be dredged to permit larger vessels entry to the dock. At present, much of the cargo destined for Yap must be transshipped from Palau to Yap after delivery at Palau by the *Gunners Knot*, a vessel of 3,865 gross tonnage which cannot use the Yap dock.

Camels and fenders are required at all existing docks to protect the vessels from damage.

The dock facilities at Ponape are inadequate as the dock is located over a mile from the district center and is not connected by roads. Freight must be lightered through a shallow lagoon that is rapidly silting.

TYPHOON DAMAGE AND RELIEF FUND

In November of 1957 and in January of 1958, typhoons Lola and Ophelia struck trust territory, causing widespread damage in the Marshalls, Ponape, and Truk districts. Lesser damage was inflicted at Guam.

The amount provided to repair this damage and rehabilitate the areas was $1,350,000.

A summary of expenditures through June 30, 1961, follows:

Funds available	$1, 350, 000. 00
Funds applied:	
Direct relief aid	599, 650. 69
Replacement and repair	724, 081. 06
	1, 323, 731. 75
Funds available for expenditure in fiscal year 1962	26, 268. 25

Additional damage was caused by other typhoons in 1958 at Yap and Rota, and funds were used for damage and relief purposes in these districts as well as in the Marshalls, Ponape, Truk, and Guam. It is expected that the program will be completed during 1962 fiscal year.

Below is a statement showing expenditures from this fund by district.

Typhoon damage funds, expenditures as of June 30, 1961

District	Direct aid	Replacement and repair	Total
Rota		$23,822.71	$23,822.71
Yap	$34,429.43	31,761.97	66,191.40
Truk	154,896.73	524,549.35	679,446.08
Ponape	71,987.09	111,574.74	183,561.83
Marshalls	338,337.44	24,549.49	362,886.93
Headquarters		7,822.80	7,822.80
Total	599,650.69	724,081.06	1,323,731.75

TRUST FUNDS

The following trust funds are administered by the trust territory government for the benefit of the Micronesians:

1. Copra stabilization fund
2. Angaur mining trust fund
3. Angaur scholarship fund
4. Kili trust fund
5. Ujelang trust fund

There is no management charge by trust territory, and the funds are self-supporting as to capital and income. Therefore, no appropriation is required or requested.

A description of the purpose and use of each fund follows. Financial statements are also presented.

COPRA STABILIZATION FUND

The price of copra in world markets fluctuates frequently and over a wide range. Most of the costs of collecting the copra in the islands and delivering it to market do not fluctuate with changes in the market price.

Copra affords the main source of dollar income for the people of the trust territory. The next most valuable crop provides less than 10 percent as much income as copra. This situation means that the income of the people is subject to violent fluctuations if payments to copra producers are tied to the ups and downs of the world market. The copra stabilization fund is used to mitigate the drastic change in the world's price of copra and to provide greater stability of income in order that undesirable effects can be avoided.

The copra stabilization program operates through the maintenance of an official buying price for copra at the various collection points. When world prices are high and the copra is sold for more money than is necessary to pay the official price plus marketing costs, the excess money is put into the copra stabilization fund. When world prices are less and insufficient revenue is derived to cover the official price plus marketing costs, the deficit is made up by payments out of the copra stabilization fund. No attempt is made to hold the official price absolutely constant. During the major upswings of the market, part of the higher prices is passed along to the producer. Similarly, during major downswings, the official price is lowered so that the producer bears part of the decline. However, changes are infrequent and are held within reasonable bounds which do not disrupt the island economy. Since the stabilization program has been in operation, there has been a difference of $210 per short ton between the highest price received in the world market for trust territory copra and the lowest price received. The official buying price in the islands has varied only over an $80 range in this time, which indicates the degree of stabilization accomplished.

This is not a price support program. It does not use funds from U.S. Government sources. It is self-financed through withholding proceeds of copra sales in good times for distribution in bad times.

On the following page is a financial statement which shows the status of this fund as of June 30, 1961.

Balance sheet, June 30, 1961

ASSETS

Cash on deposit	$19, 432. 09
Time deposit with bank	680, 000. 00
Total assets	699, 432. 09

LIABILITIES AND NET WORTH

Net worth	699, 432. 09

ANALYSIS OF CHANGES IN NET WORTH

Net worth at July 1, 1960	1, 261, 582. 04
Add revenues:	
Interest on investments	33, 166. 66
Other income	1, 059. 00
Subtotal	1, 295, 807. 70
Less expenses:	
Price support settlements	578, 670. 91
Copra bags	9, 071. 55
Other charges	8, 633. 15
Subtotal	596, 375. 61
Total net worth at June 30, 1961	699, 432. 09

ANGAUR MINING TRUST FUND

The Angaur Mining Trust Fund was established pursuant to an agreement of December 1949, between the people of Angaur Island, representatives of SCAP, and representatives of the High Commissioner of the Trust Territory for the purpose of mining phosphate rock on Angaur. Upon termination of SCAP, a new agreement was concluded in 1951 by the High Commissioner and the people of Angaur for continuation of the mining.

The trust fund capital was derived from income received in the form of severance fees paid for each ton of phosphate ore removed from Angaur.

The agreement provided that the High Commissioner would be trustee, whose duties were to collect principal and income to build up capital, safely invest same, and distribute annually to the permanent residents of Angaur at the time of the agreement.

Mining ceased during 1955 fiscal year, and by June 30 of that year all moneys due and bills payable have been accounted for. Since then, the principal duty of the trustee has been to invest the capital, collect the income, and distribute to beneficiaries. All investments are in U.S. Government securities. As of June 30, 1961, the cost value of these securities was $1,164,000.

On the following page is a financial statement which shows the status of the fund as of June 30, 1961.

Balance sheet, June 30, 1961

Assets:		
Cash on deposit	$22, 451. 46	
Investments (U.S. Government securities)	1, 164, 878. 26	
Total assets		$1, 187, 329. 72
Liabilities and net worth:		
Net worth	$1, 187, 329. 72	
Total liabilities and net worth		1, 187, 329. 72
Analysis of changes in net worth:		
Balance at beginning of the year	$1, 191, 830. 58	
Add—interest on investments	37, 602. 35	
		1, 229, 432. 93
Less—expenses:		
Commissions paid to trust company	939. 79	
Distribution to Angaur beneficiaries:		
Annual	37, 042. 27	
Special	4, 121. 15	
Total expenditures during the year		42, 103. 21
Liabilities and net worth at June 30, 1961		1, 187, 329. 72

ANGAUR SCHOLARSHIP FUND

The Angaur Scholarship Fund was established during fiscal year 1957 at the request of the Angaur Trust Fund beneficiaries.

Original capital of $23,462.50 was obtained by transfer from the Angaur Trust Fund, with the added proviso that 3 percent of the "Business Account" or approximately $450 per year, be transferred annually from income of the trust fund before distribution to beneficiaries.

The purpose of the fund is to provide a means of financing the cost of higher education for those persons who might have the desire, and otherwise qualify, but lack the funds to pay for such schooling. In September 1959, the Scholarship Fund, by request of the Anguar people, was changed from outright scholarship grants to a revolving loan fund. The use of these funds is limited to members of the clans participating in the income from the Angaur Mining Trust Fund.

On the following page is a statement showing the financial condition of this fund as of June 30, 1961.

Balance sheet, period ending June 30, 1961

Assets: Cash on deposit	$4, 896. 76
Liabilities and net worth at end of year	4, 896. 76
Analysis of net worth:	
Balance as of July 1, 1960	7, 581. 15
Add—Income to fund:	
Reimbursement of student costs	1, 714. 87
Total funds available	9, 296. 02
Less:	
Cost of sending 3 Angaur students to school	4, 399. 26
Balance June 30, 1961	4, 896. 76

KILI TRUST FUND

Balance sheet, June 30, 1961

Assets:	
Cash in bank	$13. 23
Investments, U.S. Treasury 3¼ percent bonds	299, 986. 77
Total assets	300, 000. 00
Capital:	
Trust as established	300, 000. 00
Income received from June 1957 to June 1961 (4½ years times $9,945 per year)	44, 752. 50
Less distributions	44, 752. 50
Total capital	300, 000. 00

UJELANG TRUST FUND

Balance sheet, June 30, 1961

Assets:	
Cash in bank	$6. 62
Investments, U.S. Treasury 3½ percent bonds	149, 993. 38
Total assets	150, 000. 00
Capital:	
Trust as established	150, 000. 00
Income received from June 1957 to June 1961 (4½ years times $4,972.25 per year)	22, 376. 25
Less distributions	22, 376 ·25
Total capital	150, 000. 00

LAND USE AND OCCUPANCY FUNDS, JUNE 30, 1961

In June of 1956 the Navy Department transferred $1,245,323.80 to the Trust Territory Government to pay for land used during World War II by the military services, and to pay for land retained by the military services for possible future use. The status of this fund as of June 30, 1961, follows:

Explanation	Detail	Balance
Cash transferred from Navy		$1,245,323.80
Payments for land use:		
Eniwetok (Dec. 17, 1956)	[1] $175,000.00	
Bikini (Dec. 17, 1956)	[1] 325,000.00	
Truk (Apr. 10, 1957)	23,787.09	
Ulithi (Feb. 8, 1960)	19,839.28	
Roi-Namur (Apr. 13, 1960)	80,000.00	623,626.37
Cash balance at June 30, 1961		621,697.43

[1] Trust funds established by investing in U.S. Government bonds paying 3¼ percent interest. Interest collections are made semiannually and remitted to beneficiaries.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$5,924,889	$6,304,000	$10,000,000	+$3,696,000
Unobligated balance lapsing	111			
Appropriation	5,925,000	6,304,000	10,000,000	+3,696,000
Obligations by objects:				
11 Personnel compensation	105,742	134,049	160,000	+25,951
12 Personnel benefits	3,885	6,400	6,000	−400
21 Travel and transportation of persons	22,600	12,425	10,000	−2,425
22 Transportation of things	5,954			
23 Rent, communications, and utilities	8			
25 Other services	981			
26 Supplies and materials	1,882	4,626	2,250	−2,376
31 Equipment	337		750	+750
41 Grants, subsidies, and contributions	5,783,500	6,146,500	9,821,000	+3,674,500
Total obligations	5,924,889	6,304,000	10,000,000	+3,696,000

PROPOSAL TO REMOVE CEILING ON APPROPRIATION

Chairman HAYDEN. This amount exceeds the authorized limit on your appropriation, does it not? Do you expect that the limitation will be relaxed prior to July 1?

Mr. TAITANO. We hope so, sir. A recent report, for instance, which I received is that the Senate Committee on Interior and Insular Affairs last Monday reported out favorably bill No. S. 2775 to provide another ceiling. Our proposal is to just remove the ceiling. I understand that the committee is not disposed to just removing it but to provide another ceiling. It has recommended a $15 million ceiling. The approach, I understand, for the $15 million is not for this year but for submission, rather in 1964.

Chairman HAYDEN. Well, if that is reported we will obtain it for this record.

(The bill and report follow:)

[S. 2775, 87th Cong., 2d sess.]

A BILL To remove the ceiling on the authorization for appropriation for the government of the Trust Territory of the Pacific Islands

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the appropriation authorization in section 2 of the Act of June 30, 1954 (68 Stat. 330), is hereby amended by increasing it from $7,500,000 to $15,000,000.

Amend the title so as to read: "A bill to amend the Act of June 30, 1954, providing for a continuance of civil government for the Trust Territory of the Pacific Islands."

[S. Rept. 1223, 87th Cong., 2d sess.]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 2775) to remove the ceiling on the authorization for appropriation for the government of the Trust Territory of the Pacific Islands, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

The amendments are as follows:

On page 1, strike all after the enacting clause and insert the following:

"That the appropriation authorization in section 2 of the Act of June 30, 1954 (68 Stat. 330), is hereby amended by increasing it from $7,500,000 to $15,000,000."

Amend the title so as to read:

"A bill to amend the Act of June 30, 1954, providing for a continuance of civil government for the Trust Territory of the Pacific Islands."

PURPOSE OF THE BILL

The purpose of S. 2775, as amended, is to provide for an increase in the present authorized appropriation for the Trust Territory of the Pacific Islands from $7,500,000 to $15,000,000.

BACKGROUND

The Trust Territory of the Pacific Islands is administered by the Secretary of the Interior under Executive Order 10265, as amended, in accordance with a trusteeship agreement between the United States and the Security Council of the United Nations approved by the President under authority granted by the Congress (61 Stat. 397). Under the terms of the agreement, the United States exercises full administrative, judicial, and legislative authority over the former Japanese-administered territory and has undertaken obligations to promote the political, economic, social, and educational advancement of the inhabitants.

The entire trust territory which consists of the Marshall, Caroline, and northern Marianas Islands, comprises 96 islands and island groups with a total land area of 687 square miles. Pursuant to Executive Orders 10408 and 10470 of November 10, 1952, and July 17, 1953, respectively, the northern Marianas excluding Rota, were transferred to the Navy. That portion of the territory under the jurisdiction of the Department of the Interior extends over 3 million square miles of ocean, consists of 83 islands and island groups with a land area of 564 square miles, and has a population of about 75,000.

NEED

The Department of the Interior, by executive communication of January 19, 1962, requested the introduction of legislation to remove the $7,500,000 ceiling now applicable to appropriations for the administration of the trust territory. In recent years, according to testimony from representatives of the Office of Territories, appropriations for programs in the trust territory have averaged about $5 million annually. This amount, in the face of steadily rising administrative costs, has permitted little more than a holding operation in the islands for which the United States has responsibility. The Department of the Interior believes that programs and facilities of the trust territory should be improved and accelerated beyond the level maintained in the past. It is felt that special emphasis should be placed on the construction of needed hospitals, utility systems, and school buildings, as well as the political and economic development of the area. A further justification for lifting the present ceiling stems from the fact that, beginning July 1, 1962, the Saipan district, which has heretofore been the responsibility of the Navy Department, will be administered by the trust territory.

COST

In its proposed budget for fiscal year 1963, the Department is requesting approximately $10 million—an increase of about $2.5 million over the present limitation—to carry out its plans and programs in the territory. There is set forth below a breakdown of amounts, by activity, being sought for fiscal 1963, together with a projection of amounts to be requested for fiscal year 1964:

Projected maximum grant authorizations, trust territory, fiscal year 1964

	1963 budget	Projected 1964
Direct appropriations	$179,000	$200,000
Education	975,000	2,500,000
Public health	700,000	1,500,000
Economic and political development	836,000	1,200,000
Legal and public safety	210,000	210,000
Operation and maintennce	1,750,000	1,850,000
Transportation services	2,031,000	2,250,000
General administration	1,320,000	1,500,000
Construction	3,499,000	3,700,000
Saipan (district administration)	1,500,000	1,500,000
Total	13,000,000	16,410,000
Less local revenues and reimbursements	1,500,000	1,500,000
Total	11,500,000	14,910,000

COMMITTEE AMENDMENT

As introduced, at the request of the Department of the Interior, S. 2775 would have provided for the complete removal of a ceiling on authorization for appropriations for the trust territory. However, it is the committee's recommendation that the ceiling not be raised to a level beyond that which will meet the anticipated needs of the Department in the foreseeable future. Further, it is intended that the $15 million limitation shall not be considered by the Department of the Interior as applicable to its requirements for the trust territory in fiscal year 1963.

REPORT

The executive communication, dated January 19, 1962, requesting the introduction of this legislation follows:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 19, 1962.

Hon. LYNDON B. JOHNSON,
President of the Senate, Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of a proposed bill to remove the ceiling on the authorization for appropriations for the government of the Trust Territory of the Pacific Islands.

We suggest that this bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

Section 2 of the act of June 30, 1954 (68 Stat. 330; 48 U.S.C. 1681 note), provides that appropriations for the Trust Territory of the Pacific Islands shall not exceed $7,500,000 per year. This figure includes the appropriation for the Saipan district, which is administered by the Navy. For the fiscal years 1953 through 1960, exclusive of the Saipan district and special typhoon funds, the annual appropriations for the trust territory have averaged about $4,750,000 per year.

Included in each annual appropriation, beginning with fiscal year 1954, has been some $900,000 for construction purposes. An additional appropriation of $400,000 was provided in fiscal year 1960 for continuance of work on a dock project on Truk. We believe that the programs and facilities of the trust territory should be improved and accelerated beyond the level maintained in the past few years. Our aim is not only to accelerate construction, but to develop programs in the public health, education, and economic fields.

Therefore, we plan to request appropriations in excess of $7,500,000 for the Trust Territory of the Pacific Islands for the fiscal year ending June 30, 1963.

In light of these circumstances, we respectfully request the enactment of the enclosed bill. Our appropriations request for the trust territory will include, of course, details of the programs we hope to initiate.

The Bureau of the Budget has advised that there is no objection to the presentation of this draft bill from the standpoint of the administration's program.

Sincerely yours,

D. OTIS BEASLEY,
Assistant Secretary of the Interior.

A BILL To remove the ceiling on the authorization for appropriations for the government of the Trust Territory of the Pacific Islands

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the Act of June 30, 1954 (68 Stat. 330) is hereby amended by deleting therefrom the words ", not in excess of $7,500,000 per year,".

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill (S. 2775), as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets; new matter is printed in italic; existing law in which no change is proposed is shown in roman).

ACT OF JUNE 30, 1954

(68 Stat. 330; 48 U.S.C. 681)

Whereas, pursuant to the authority of Public Law 204, Eightieth Congress, approved July 18, 1947, the President approved a trusteeship agreement for the Trust Territory of the Pacific Islands between the United States Government and the Security Council of the United Nations; and

Whereas responsibility for civil administration of the Trust Territory was vested in the Secretary of the Navy by Executive Order Numbered 9875 of July 18, 1947; and

Whereas responsibility for such administration was transferred to the Secretary of the Interior, effective July 1, 1951, by Executive Order Numbered 10265 of June 29, 1951, as amended by Executive Order Numbered 10408 of November 10, 1952, and Executive Order Numbered 10470 of July 17, 1953: Therefore

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That until Congress shall further provide for the government of the Trust Territory of the Pacific Islands, all executive, legislative, and judicial authority necessary for the civil administration of the Trust Territory shall continue to be vested in such person or persons and shall be exercised in such manner and through such agency or agencies as the President of the United States may direct or authorize.

SEC. 2. There are hereby authorized to be appropriated such sums, not in excess of [$7,500,000] *$15,000,000* per year, as may be necessary to carry out the provisions of this Act.

PROPOSED USE OF INCREASE IN GRANTS FUNDS

Chairman HAYDEN. $3,674,500 of the increase is for grants. Would you please outline to the committee the uses proposed for these funds?

Mr. TAITANO. Yes, sir. The major increases are in our proposed capital improvements program. Now, the proposed capital improvements programs are primarily for secondary schools, for hospitals, and for upgrading of certain facilities that we now have.

In the schools, we are going to add additional facilities in our present Pacific Island Central High School. We are going to add an additional building there and, of course, additional teachers.

In addition, we are going to provide a post high school teacher-training facility. This will require not only the building, but also teachers.

Then, in addition, we are going to provide a 10th grade over in Palau and Truk, and, of course, in the intermediate schools we are going to have them on the other islands.

In the hospitals, we are going to set up dispensaries in some of the outer islands and we are going to replace some of the hospitals that we do have now, on which there were buildings built right after the war.

Now, this is a continuation of our program to replace these hospital buildings as needed. As you know, in 1950 the buildings were largely frame or quonset huts and they are now overage and need replacement. This is a continuation of that replacement program.

MATERIAL USED FOR BUILDING

Chairman HAYDEN. What kind of material do you use for the buildings?

Mr. TAITANO. Concrete block, with reinforcement, hollow concrete block. This will be a permanent type structure now that we want to build.

Now, on the operational side, the same thing is true. Our main emphasis will be in the teaching in the schools and hospitals and health. Now, what we have here reflects primarily increased costs from the increased load that we have.

PURCHASE OF DC-4 AIRCRAFT

Chairman HAYDEN. $200,000 was appropriated for the Trust Territory of the Pacific Islands in the supplemental appropriation bill enacted late during the last session of Congress for purchase of a DC-4 aircraft. This was to be the beginning of a land-based air service for the trust territories. Has this aircraft been acquired?

Mr. TAITANO. Yes, sir. It is supposed to be delivered today, March 1. We bought the airplane from Pan American for $167,000. Now, it is certificated as modified for delivery out to Guam. Subsequently, however, we found that we have to install radar for navigation purposes.

Chairman HAYDEN. Did they not have radar on it when they operated it themselves?

Mr. TAITANO. No, sir. It is either they did not have it or the type that they used is not operating; but, I believe when we bought it, it did not have the radar in it.

So it is going to cost us about $193,000. In a few days I hope it will be over in Guam, ready.

LAND CLAIMS PROBLEM

Chairman HAYDEN. Has any progress been made with regard to settlement of the land claims problem?

Mr. TAITANO. Since last April, sir, we have had several meetings with the representatives of the Marshalleses, the people involved in the claims. In about July, finally, their lawyer proposed to us certain terms and conditions whereby we will settle the claims. The following October we wrote a letter containing a counterproposal. Now, in just this month of February, we received another counterproposal from the lawyer saying, "No; I do not like your proposal." So that is where it is now.

Now, we are trying to get with the lawyer to find out our differences. Of course, initially, they claim that there is a matter of 1,180 acres that they need payment for. Our records show that approximately 670 is involved.

Another proposal they have is for indefinite use. That is, we will pay for the use of the land for this past 17 years and then rent the land from here on. Now, our plan, as it is now, is that we are trying to get together with them and if we cannot see eye to eye, we may have to start our condemnation proceedings.

Chairman HAYDEN. Where is the attorney located?

Mr. TAITANO. The attorney has an office here. It is a firm that has an office here in Washington and they also have an office in Hawaii.

Chairman HAYDEN. Hawaii?

Mr. TAITANO. Yes, sir.

Chairman HAYDEN. And the land involved here is further out—beyond Hawaii?

Mr. TAITANO. It is beyond Hawaii. The land itself is over in the Marshall Islands, Kwajalein.

Chairman HAYDEN. All of it in the Marshall Islands?

Mr. TAITANO. Yes; all of it in the Marshall Islands.

Chairman HAYDEN. I think that is all. Thank you very much.

Mr. TAITANO. Thank you, Mr. Chairman.

GEOLOGICAL SURVEY

STATEMENT OF THOMAS B. NOLAN, DIRECTOR, ACCOMPANIED BY ARTHUR A. BAKER, ASSOCIATE DIRECTOR; ROBERT M. LYDDAN, ASSISTANT DIRECTOR; GEORGE D. WHITMORE, CHIEF TOPOGRAPHIC ENGINEER; CHARLES A. ANDERSON, CHIEF GEOLOGIST; LUNA B. LEOPOLD, CHIEF HYDRAULIC ENGINEER; HAROLD J. DUNCAN, CHIEF, CONSERVATION DIVISION; ROBERT L. MORAVETZ, CHIEF, PUBLICATIONS DIVISION; PERRY B. SIMMS, ASSISTANT EXECUTIVE OFFICER; AND FRED E. STEARNS, BUDGET OFFICER

JUSTIFICATIONS

Chairman HAYDEN. Our next witness is Dr. Nolan, Director of Geological Survey.

The justifications for the fiscal year 1963 budget estimate for the Geological Survey will be placed in the record.

(The justifications referred to follow:)

GEOLOGICAL SURVEY

Surveys, Investigations, and Research

The life of nations, as well as civilizations, depends upon the utilization of natural resources. Optimum utilization, in turn, depends upon the adequacy of the information on which development, use, and conservation of the resources is based.

The President, in his special message to the Congress on natural resources, emphasized the importance of the Nation's natural resources to our wealth and progress, and of understanding our resource problems, in view of the increasing demands of a U.S. population predicted at 300 million by the year 2000. He stated that "Wise investment in a resource program today will return vast dividends tomorrow, and failure to act now may be opportunities lost forever."

The Congress, in 1879, established the Geological Survey to provide this Nation with its required basic resources information. Long-range objectives which evolved from the Geological Survey's original charter are directed both at acquiring the knowledge and data that permit optimum development of our resources, and also at providing a complete understanding of our resource problems. These objectives are to determine and evaluate the quantity, quality, and distribution of the mineral and water resources of the United States, its territories and possessions; to provide topographic map coverage of these areas at scales adequate for modern needs; to classify the public lands as to their mineral character and waterpower potential; and to supervise oil, gas, and mining leases on public lands.

In keeping with the expanding population and industrial development, this budget provides for the extension of the Survey's research and data collection facilities into marine geology and hydrology to provide information necessary to effectively utilize the vast resources of the oceans and to permit optimum exploitation of the deposits on and beneath the ocean floor.

This 1963 budget represents a continuing effort to collect the information required for understanding and evaluating resource problems. It also provides for the basic research that can, literally, create new resources through a better knowledge of the distribution, nature, and relationships of the materials—of which water is one—that make up the earth's crust.

Financing of Geological Survey programs

An appropriation of $59,900,000 is requested for fiscal year 1963, an increase of $10,080,000 over the current year as summarized on pages GS–8 through GS–10. The total program of the Geological Survey, estimated at $87,214,000 in 1963, is financed approximately 69 percent by direct appropriation, 14 percent by contributions from State and municipal agencies, and 17 percent by reimbursement from Federal agencies and sundry non-Federal entities. The sources of funds for each activity for 1961, 1962, and 1963 are shown below:

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	Actual, 1961	Estimate, 1962	Estimate, 1963
Topographic surveys and mapping:			
Direct appropriation	$15,533,552	$16,910,000	$19,500,000
States, counties, and municipalities	3,169,360	2,530,000	2,530,000
Miscellaneous non-Federal sources	206,761	210,000	210,000
Bureau of Reclamation	1,016,065	1,008,000	1,044,000
Army	133,900		
National Science Foundation	379,590	385,000	385,000
Miscellaneous Federal agencies	272,506	439,000	360,000
Total	20,711,734	21,482,000	24,029,000
Geologic and mineral resource surveys and mapping:			
Direct appropriation	12,349,968	13,420,000	15,020,000
States, counties, and municipalities	638,600	1,020,000	1,080,000
Miscellaneous non-Federal sources	16,711	9,000	9,000
Department of Defense	896,449	1,181,000	1,142,000
Army	1,365,762	1,446,000	1,414,000
Atomic Energy Commission	1,346,396	1,584,000	1,303,000
Government Printing Office	137,000	145,000	145,000
Agency for International Development	1,275,381	1,406,000	1,532,000
National Aeronautics and Space Administration	196,023	336,000	226,000
National Science Foundation	86,529	105,000	67,000
Miscellaneous Federal agencies	227,342	228,000	209,000
Total	18,536,161	20,880,000	22,147,000
Marine geology and hydrology: Direct appropriation			1,000,000
Water resources investigations:			
Direct appropriation	12,847,516	14,125,000	14,530,000
States, counties, and municipalities:			
Matched by Federal funds	7,577,431	8,430,000	8,430,000
Unmatched	256,165	200,000	200,000
Permittees and licensees of the Federal Power Commission	303,268	337,000	337,000
Miscellaneous non-Federal sources	62,000	60,000	60,000
Bureau of Reclamation	941,301	982,000	1,012,000
National Park Service	74,249	93,000	100,000
Agriculture	253,816	274,000	274,000
Air Force	157,900	148,000	125,000
Army	1,896,194	1,934,000	1,918,000
Department of State	127,200	133,000	135,000
Atomic Energy Commission	832,390	1,338,000	1,403,000
Agency for International Development	504,646	565,000	581,000
Tennessee Valley Authority	110,025	122,000	109,000
Miscellaneous Federal agencies	425,002	376,000	367,000
Total	26,369,103	29,117,000	29,581,000
Institute of Water Research: Direct appropriation			2,800,000
Soil and moisture conservation: Direct appropriation	184,312	185,000	185,000
Conservation of lands and minerals:			
Direct appropriation	3,550,285	3,724,000	4,065,000
Miscellaneous non-Federal sources	4,046	3,000	4,000
Miscellaneous Federal agencies	58,663	51,000	53,000
Total	3,612,994	3,778,000	4,122,000
General administration:			
Direct appropriation	1,434,920	1,456,000	1,700,000
Miscellaneous non-Federal sources	18,000	19,000	19,000
Army	131,800	124,000	124,000
Miscellaneous Federal agencies	350,126	416,000	407,000
Total	1,934,846	2,015,000	2,250,000
Special-purpose buildings: Direct appropriation			1,100,000
Summary:			
Direct appropriation	45,900,553	49,820,000	59,900,000
States, counties, and municipalities	11,641,556	12,180,000	12,240,000
Miscellaneous non-Federal sources	610,786	638,000	639,000
Other Federal agencies	13,196,255	14,819,000	14,435,000
Total	71,349,150	77,457,000	87,214,000

Explanation of appropriation language changes

Marine geology and hydrology

Included in the Geological Survey's 1963 budget request is an increase to provide for a program of research on marine geology and hydrology. The natural processes which govern the formation of sedimentary rocks and related mineral deposits, and the behavior and nature of water, are constantly at work in the oceans. Knowledge of these processes that is obtained from the study of marine geology and hydrology will contribute much to the understanding of geologic and hydrologic principles that are of vital importance on the land. In order to pursue a systematic and fruitful program of study in this broad field it is important for the Geological Survey to operate outside of the United States, its territories and possessions. The Geological Survey needs to pursue a program designed to provide a better understanding of the geologic resources and phenomena along the continental shelves and seaward.

U.S. National Committee on Geology

The Secretary of the Interior, acting jointly with the president of the National Academy of Sciences, appointed a U.S. national committee consisting of geologists, geochemists, and geophysicists, to support and participate in the activities of the newly formed International Union covering the geological sciences. The Union was formed to promote the exchange of information more freely and promptly among nations active in the field of geology. Knowledge of new techniques and concepts developed in other countries will materially benefit the work being done by the Geological Survey and others in this country. The committee will establish continuing liaison with counterpart organizations in other countries in order to better develop information as to new geologic techniques and concepts in those countries. The committee has been designated the "U.S. National Committee on Geology" to reflect its broad concern and that its membership is drawn from the principal national scientific organizations dealing with the geological sciences. Expenses necessary to enable the U.S. National Committee to function as a member of the International Union, are to be paid by the Geological Survey. The cost incurred in travel and other expenses of the committee members is estimated to be about $2,500, and the U.S. share of the cost of operating the Union is estimated to be about $2,500.

Purchase of replacement aircraft

The purchase of one replacement aircraft is essential for the safe and efficient performance of airborne geophysical studies and exploration in fiscal year 1963. The present inadequate and obsolete aircraft (a DC–3) was acquired in used condition in 1948 and it is being kept operational in part by cannibalizing a second aircraft (recently obtained without exchange of funds from the Department of Defense) considered uneconomical to repair. It has been determined that a suitable replacement aircraft is not available from the Department of Defense.

Funds for the purchase of the replacement aircraft are budgeted in the subactivity "Regional geology, geologic and mineral resource surveys, and mapping activity." The estimated gross cost is $200,000, less an exchange value of about $50,000 from the two present aircraft to be applied as trade-in.

Authorization for the purchase of 49 passenger motor vehicles for replacement only

The vehicles requested are used to transport men and equipment over all kinds of roads and terrain and in all kinds of weather, in the conduct of the fieldwork of the Geological Survey. These cars must give dependable service at all times, since a great deal of the transportation required is in areas where repair services are not available. Field use tends to shorten the efficient life of a vehicle.

The 49 vehicles to be replaced meet or exceed the age or mileage replacement standards prescribed by General Services Administration, and can no longer give dependable and economical service. The vehicles will be used in areas not serviced by vehicle pools maintained by the General Services Administration.

Gross cost of vehicles to be purchased	$82, 500
Allowance on old vehicles to be exchanged	14, 500
Net cost	68, 000
Number of old passenger vehicles still to be used	213

Appropriation, 1961 (total amount available)		$45, 956, 000
Appropriation, 1962	$49, 720, 000	
Supplemental appropriation, 1962	100, 000	
Total amount available, 1962		49, 820, 000

SUMMARY OF INCREASES AND DECREASES, 1963

Topographic surveys and mapping:		
Accelerated program of topographic mapping and map revision, to meet an immediate need engendered by problems of population growth urbanization, greater complexity of industrial technology, national defense, and resultant increasing demands upon natural resources	+$2, 090, 000	
Maintenance and revision of standard quadrangle maps	+450, 000	
To meet increasing demands for current, accurate maps of national parks, urban areas, and States	+50, 000	
		+$2, 590, 000
Geologic and mineral resource surveys and mapping:		
To accelerate basic investigations of rare elements and mineral resources, and urban and construction geology, to meet a growing need for many minerals and fuels and for data essential to urban and engineering development	+450, 000	
To match increased State funds for cooperative geologic mapping of Kentucky	+100, 000	
Purchase of an aircraft for airborne geophysical surveys, to replace the present inadequate and obsolescent plane	+150, 000	
To expand the geochemical census program in the interest of acquiring increased knowledge of the distribution and geochemical behavior of the chemical elements	+450, 000	
Study of the earth's crust to aid in solving the problem of determining accurately the epicenters of man-made explosions and earthquakes and distinguishing between them, as well as to provide a better understanding of the origin of metallic ore deposits, and of other earth processes	+450, 000	
		+1, 600, 000
Marine geology and hydrology: Research to provide information on geologic and hydrologic processes in oceanic areas		+1, 000, 000
Water resources investigations:		
Transfer of basic research projects to the new activity, Institute of Water Research	−900, 000	
Increase in the Federal program to provide for an expanded network of streamflow stations and ground water observation wells, accelerated reconnaissance of ground water supplies, training of professional employees in the science of hydrology, and emergency flood studies	+1, 305, 000	
		+405, 000

SUMMARY OF INCREASES AND DECREASES, 1963—continued

Institute of Water Research:		
To establish and support an Institute of Water Research, for the purpose of conducting an accelerated program of basic research in the field of water	+$1,900,000	
Transfer of basic research projects from the water resources investigations activity	+900,000	
		+$2,800,000
Conservation of lands and minerals:		
To provide more effective supervision of an ever-increasing workload of oil and gas and mining leases, including provision of essential over-water transport to Outer Continental Shelf leases and wells, and to improve the accounting for royalties	+270,000	
To extend the enforcement activities of the Federal Petroleum Board beyond the present designated areas	+71,000	
		+341,000
General administration: To provide executive direction and administrative support for the enlarged substantive programs of the Survey, provide staff research and facilities in the field of information storage and retrieval, and strengthen the personnel management program by establishing additional examining facilities		+244,000
Special purpose buildings: To construct a laboratory building at Denver for research in isotope geology and hydrology involving unusual levels of nuclear radiation		+1,100,000
Net change, 1963		+10,080,000
Budget estimate, 1963		59,900,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Topographic surveys and mapping	$15,533,552	$16,910,000	$19,500,000	+$2,590,000
2. Geologic and mineral resource surveys and mapping	12,349,968	13,420,000	15,020,000	+1,600,000
3. Marine geology and hydrology			1,000,000	+1,000,000
4. Water resources investigations	12,847,516	14,125,000	14,530,000	+405,000
5. Institute of Water Research			2,800,000	+2,800,000
6. Soil and moisture conservation	184,312	185,000	185,000	
7. Conservation of lands and minerals	3,550,285	3,724,000	4,065,000	+341,000
8. General administration	1,434,920	1,456,000	1,700,000	+244,000
9. Special purpose buildings			1,100,000	+1,100,000
Unobligated balance lapsing	55,447			
Total	45,956,000	49,820,000	59,900,000	+10,080,000

1. Topographic surveys and mapping

The estimate of $19,500,000 is an increase of $2,590,000 over 1962.

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Standard quadrangle mapping	$12,965,329	$14,560,000	$16,650,000	+$2,090,000
(b) Small scale and special mapping	608,764	600,000	650,000	+50,000
(c) Map maintenance and revision	1,959,459	1,750,000	2,200,000	+450,000
Total	15,533,552	16,910,000	19,500,000	+2,590,000

(a) *Standard quadrangle mapping*

The estimate of $16,650,000 is an increase of $2,090,000 over 1962. This subactivity covers the field and photogrammetric surveys, cartographic processing, printing and distribution required for publication of 7½- or 15-minute quadrangles of the national topographic map series. All topographic surveys, except in Alaska, are now being made with accuracy and content suitable for publication at 1:24,000 scale. Immediate publication may be either 7½-minute quadrangles (scale 1:24,000) or 15-minute quadrangles (scale 1:62,500), depending upon the need. If 15-minute maps are published initially, the 1:24,000 scale materials remain available on open file, and for future publication as 7½-minute maps.

The field and photogrammetric surveys and cartographic operations necessary to prepare and publish 7½- and 15-minute quadrangle maps are illustrated in plate T–3. The field surveys are carried out from temporary duty stations within the areas to be mapped. The photogrammetric surveys and cartographic processing are done at four installations located at Arlington, Va.; Rolla, Mo.; Denver, Colo.; Menlo Park, Calif.; and at a Branch of Special Maps in Washington, D.C. Overall direction of the program is exercised from headquarters offices in Washington, D.C.

Plate T–4 shows the present status of published 7½- and 15-minute topographic mapping.

Need for increase.—Problems of population growth, of demands upon natural resources, of greater complexity in technology, and of national defense are increasing tremendously. Economists, scientists, engineers, political leaders, and others in responsible places are urging that means be found to understand these problems better and to step up programs aimed at their solution and control. The solutions to many of these problems involve a study of the basic data contained in topographic quadrangle maps. Because of the extensive areas involved, it is important to obtain comprehensive quadrangle coverage as expeditiously as the efficient expansion of force will permit.

The Senate Select Committee on National Water Resources reported on January 30, 1961, that, "The Federal Government can make one of its greatest contributions to water resource development through stimulation of necessary research to guide future progress." The committee pointed out that more complete coverage of topographic maps is essential to water development.

The unprecedented expansion of many urban and metropolitan areas has created greatly increased demands for up-to-date topographic map coverage to aid in the solution of such highly complex and interrelated problems as land and water management, utilities and transportation facilities, pollution control, and zoning.

The stepped-up military program indicates increased requirements for topographic maps. A mapping project including approximately 19,000 square miles is being undertaken currently in southern Arizona in response to a high priority military request for maps of that area. Funds for this program are included in the increase that is being requested.

The space age is creating needs for modern topographic maps at a rate that surpasses past production. Requirements are increasing for more accurate location data for the space surveillance program. Not only must suitable sites be found for tracking telescopes, cameras, and electronic equipment, but these locations must be carefully studied with respect to possible interference factors from local sources. Extensive topographic survey coverage is necessary to evaluate the adequacy of a site from all aspects. Topographic maps are also necessary for selecting launching sites, laying out trajectories of missiles, and for determining magnitude and direction of mass-density corrections for gravimetric measurements.

The increase requested is a practical effort to expand the topographic mapping program so as to meet the obligations foreseen in the national situation. There is a need that this be done immediately, as the total requests for topographic mapping for 1963 from Federal agencies alone amounts to more than 1,200,000 square miles. Current annual production is less than a tenth of this figure.

Plan of work.—New starts for the federally financed part of the program are determined each year on the basis of priority statements received from Federal map-using agencies under procedures outlined by the Bureau of the Budget, and from requests received from State and local sources. In many instances the State requests come from officially established State mapping advisory committees. An evaluation is made of all these requests to select those areas for which topographic surveys will best serve the national interest.

In accordance with the long-range plan, sufficient new starts will be made in fiscal year 1963 to build up to a production rate by 1967 of about 122,000 square miles per year for the conterminous States. The 1:24,000-scale mapping of Hawaii will have been completed by that date as will the 1:63,360-scale mapping of about three-fourths of Alaska.

The increases in personnel and equipment contemplated under the long-range plan will be acquired through gradual expansion during the period 1962 to 1967.

Funds to finance the total program for the subactivity, standard quadrangle mapping, come from several sources as listed below:

	Amount available, 1961	Estimate, 1962	Estimate, 1963
Direct appropriation	$12,965,329	$14,560,000	$16,650,000
States and municipalities	2,863,376	2,230,000	2,230,000
Bureau of Reclamation	1,001,765	1,008,000	1,044,000
Other Federal agencies	118,929	85,000	
Total	16,949,399	17,883,000	19,924,000

(*b*) *Small-scale and special mapping*

The estimate of $650,000 is an increase of $50,000 over 1962. This subactivity includes the cartographic and printing operations necessary to compile special maps from previous field and photogrammetric surveys, or from maps previously prepared. Also, it may include original surveys for maps to be published at scales smaller than 1 mile per inch. The principal elements of this program are:

(1) The National Atlas of the United States: In March 1961 the Secretary of the Interior approved a recommendation of the National Academy of Sciences that the Geological Survey undertake production of a national atlas. Most other nations have a national atlas, and the need for one of the United States has long been recognized by scientists, economists, and planners. During fiscal year 1963, it is expected that detailed planning and negotiating for getting the program into operation will be continued and, to the degree feasible, actual production operations will be undertaken. Close coordination has been maintained and will be continued with appropriate officials of the National Academy of Sciences as well as with authorities in the field of atlases.

(2) 1:250,000-scale maps: Although originally prepared as military editions by the Army Map Service (AMS), maps at this scale for the conterminous United States and Hawaii are now, through mutual agreement, revised and maintained by the Survey for both civil and military use. The 1:250,000-scale mapping in Alaska is prepared and published by the Survey.

This series of maps is being widely used by both civil and military map users. The maps provide an intermediate-scale base for general geologic and hydrologic studies, and for reconnaissance and preliminary planning of major engineering projects.

(3) International map of the world—scale, 1:1,000,000: This worldwide, million-scale series of topographic quadrangle maps was originally sponsored by the International Geographic Union. Geological Survey representatives attended the nine-nation conference at London in 1909, at which time international agreement was reached on the international map of the world (IMW) series, and the Central Bureau of the Maps of the World on the Millionth Scale was formed. Following the conference, the Survey began preparing the IMW maps of the United States areas, and 14 (of a total of 44 within the conterminous United States) were produced prior to 1955. At that time, the Army Map Service began work on a military series at 1:1,000,000 scale, to somewhat different specifications. The basic maps were prepared for AMS by the Survey from 1:250,000-scale maps, on a reimbursable basis. The Survey has since been distributing a slightly modified version of the AMS maps for civil use, in lieu of continuing with the regular IMW series. In 1954, the responsibilities of the IMW Central Bureau at London were transferred to the Cartographic Office of the United Nations at New York. A U.N. conference is planned for Bonn, Germany, in the latter part of 1962, to consider adoption of more flexible specifications for the IMW series. Assuming that such new specifications would make the AMS-type of million-scale maps eligible, with only slight changes for the IMW series, the Survey plans to resume work in fiscal year 1963 toward production of the complete set of IMW's for all areas of the United States.

(4) State maps: State maps are prepared at 1:500,000 scale for use as base maps and for general administrative planning. Twenty-five of these have been recently published as a new series to modern standards. Three editions are usually published for each State. These editions are: (1) Base map, (2) base map with highways and contours, and (3) base map with shaded relief. The 1:250,000-

scale series is being used as source material for the State maps. As up-to-date material for the 1:250,000 series is now available for virtually all of the States, it is feasible to expedite the preparation of new State maps for the remaining States.

(5) Urban area maps: These maps are prepared by combining on one or more sheets the 7½-minute quadrangles that cover an urban area. Sixty-five maps of this series have been published to date, all of which have been extremely useful to local governments, private industry, and metropolitan area development interests. There is a continuing need for urban area maps to meet certain Federal military and civil requirements, aside from local and other needs. These maps are prepared as the 7½-minute quadrangle maps become available.

A recent publication in this series is a set covering New York City, consisting of eight sheets, each being 39 by 54 inches in size. When joined together the set measures approximately 12 by 12 feet and includes an area of about 1,600 square miles.

(6) National park maps: Maps of 42 of the 184 national parks, monuments, and other areas administered by the National Park Service have been prepared so far. These are made by combining into one map sheet all existing quadrangle maps, or occasionally by use of surveys covering only the park area. These maps are used by the National Park Service for administrative and planning purposes, and by the public for general sightseeing and recreational purposes. There is currently a need to expand this program in response to high priority requests by the National Park Service.

(7) Topographic surveys of Antarctica: Field and photogrammetric surveys of Antarctica are being carried out by the Survey with funds supplied by the National Science Foundation. The field surveys include geodetic control obtained by astronomic fixes, triangulation, and/or electronically measured traverses, with elevations based on aneroid barometric readings. The photogrammetric operations utilize the geodetic data and aerial photography which is obtained by the Navy. The objectives are: (1) to prepare a series of topographic maps at 1:250,000 scale of selected mountain areas (mainly in western Antarctica) considered worthy of geologic or other scientific study; and (2) the preparation of some of the sheets of the 1:1,000,000-scale map (equivalent to IMW) of the entire continent, as recommended by the Operations Coordination Board and in accordance with specifications sponsored by the Special Committee on Antarctic Research of the International Council of Scientific Unions.

(8) Civil editions: In order that topographic maps prepared by the military can be made available to the general public, they are modified to exclude certain military data, with change of symbolization, and are printed for civilian use with standard quadrangle scale and format.

(9) Series conversion: Where there are obvious needs for additional coverage in the 15-minute series, four existing 7½-minute quadrangles are reduced in scale from 1:24,000 to 1:62,500 and published as a single 15-minute series quadrangle. These demands most frequently occur in zones between blocks of 7½- and 15-minute quadrangles, where the area of a map user's project might extend from one zone of scale pattern into another. Dual coverage in these areas satisfy the requirements for consistency of scale.

Need for increase.—This increase is required to meet the constantly increasing demands for up-to-date accurate State maps, national park maps, urban area maps, and others.

There is critical need for constant revision of the 1:250,000-scale maps to keep abreast of major changes. In many of these maps there is also a need for a rather complete overhaul, as 7½- and 15-minute quadrangle coverage becomes available. This program needs expansion to meet the growing demands for this map series

Plan of work.—The program for this subactivity is developed from requests received from time to time from Federal and State agencies and other interested groups throughout the country which are concerned with matters affecting the national interest.

The funds available for this subactivity are as follows:

	Amount available, 1961	Estimate, 1962	Estimate, 1963
Direct appropriation	$608,764	$600,000	$650,000
States and municipalities	17,123	15,000	15,000
National Science Foundation	379,590	385,000	385,000
Total	1,005,477	1,000,000	1,050,000

Production in small scale and special mapping is expected to result in the publication of the following maps in fiscal year 1963:

State maps	3
1:250,000 scale	23
Other (includes series conversion, shaded relief, etc.)	250

(c) *Map maintenance and revision*

The estimate of $2,200,000 is an increase of $450,000 over 1962. This subactivity includes all field and photogrammetric surveys and cartographic operations necessary to revise or to effect other improvements in existing 7½-minute or 15-minute quadrangle maps, the reprinting of maps as required to maintain stocks and the map distribution services.

Need for increase.—There are now nearly 300,000 square miles of 7½-minute mapping in need of revision, a backlog which is expected to increase by an additional 35,000 square miles by the end of fiscal year 1963. Some of the needed revision is already in progress. Although the planned increase in funds will not completely offset the increase in revision backlog at this time, it is considered to be the maximum that can be used to staff up for efficient operation in 1 year's time. The requested increase would implement the long-range plan, slow down the increase in the backlog, and help resolve the revision problem in future years. Further, the requested increase will provide the capacity needed to revise certain of the older quadrangle maps in the Tennessee Valley. For a period of over 20 years, the Tennessee Valley Authority and the Geological Survey have cooperated in the preparation of 7½-minute maps of the valley. The last of these maps are scheduled for completion in 1962, but provision must be made for the sizable job of maintaining them through revision and reprinting. It is estimated that about $200,000 of this requested increase should be used on maps in the valley, in keeping with the Survey's national responsibilities.

Plan of work: The major problem in this subactivity is to keep up with the revision of the 7½-minute maps, and to eliminate the revision backlog. The areas now covered by 7½-minute maps are generally those which have undergone, or are subject to, extensive economic development. When economic development occurs in areas covered by 15-minute maps the resultant need is usually for new surveys and maps of the 7½-minute series, rather than revision of the 15-minute maps. This replacement mapping is then provided for in the subactivity, standard quadrangle mapping.

A considerable amount of revision is being accomplished through cooperative agreements with States, and the outlook for fiscal year 1963 includes programs with Kentucky, Indiana, Massachusetts, Puerto Rico, and Connecticut. These programs are designed to provide continuous revision to keep the 1:24,000-scale maps of the State up to date.

The length of time between revision surveys depends on the changes within the area covered by each quadrangle. In most metropolitan areas extensive changes, especially in suburban areas, occur in a very few years; while in some rural areas 15 or more years may pass before sufficient changes occur to affect the utility of the maps. The current practice is to make periodic reviews of the changes in each area, and to revise and publish new editions when the changes are deemed numerous enough to warrant such action, to the extent that available funds will permit.

Funds available for map maintenance and revision are as follows:

	Amount available, 1961	Estimate, 1962	Estimate, 1963
Direct appropriation	$1,959,459	$1,750,000	$2,200,000
State and municipalities	288,861	285,000	285,000
Total	2,248,320	2,035,000	2,485,000

Production achieved in this program includes the publication of 150 revised maps and the reprinting of 760 maps without revision in 1961. It is expected that the number of revised maps published will increase to about 350 in 1962.

STATUS OF PROGRAM

As of June 1961, 20 percent of the country had been surveyed for topographic maps of the 7½-minute series and an additional 34 percent for maps of the 15-minute series; 1:24,000-scale maps of another 7 percent of the country had been completed through the compilation stage, and photo copies of the unedited advance manuscripts are available on request (plate T–8).

The Survey now has in stock about 23,000 different topographic maps, and adds to this approximately 1,250 maps per year. Of the approximately 4 million copies of topographic quadrangle maps now being distributed annually, about 3 million copies are sold, and about 1 million copies are distributed free to government agencies, public libraries, university collections, and foreign exchange.

Other operations.—In addition to the work carried out under the regular subactivity schedules outlined above, from time to time the Topographic Division also performs work within its field of competence for other agencies on a reimbursable basis. This work is related to, but does not directly benefit, the national mapping program.

2. Geologic and mineral resource surveys and mapping

The estimate of $15,020,000 is an increase of $1,600,000 over 1962.

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Field and laboratory research in economic geology	$3,360,823	$3,387,000	$3,837,000	+$450,000
(b) Field and laboratory research in regional geology	6,164,045	6,673,000	6,923,000	+250,000
(c) Field and laboratory research in experimental geology [1]	2,825,100	3,360,000	4,260,000	+900,000
Total	12,349,968	13,420,000	15,020,000	+1,600,000

[1] Subactivity previously called field and laboratory research in geologic processes.

(a) *Field and laboratory research in economic geology*

The estimate of $3,837,000 is an increase of $450,000 over 1962.

Need for increase.—The increase in 1963 is needed to expand and accelerate: (1) basic investigations of rare elements and mineral resources; and (2) urban and construction geology.

(1) Rare elements and mineral resources: The pressing need for materials with special properties for space vehicles, rockets and propellants, nuclear reactors, jets, and electronics has created sudden demand for many rare or uncommon substances, such as beryllium, germanium, selenium, tellurium, rhenium, cesium, lithium, boron, tantalum, niobium, scandium, and rare earths. Many of these substances had no substantial previous use; others were in use only on a small scale and generally in precarious supply. Knowledge of all these substances is poor and much more must be learned of their geologic and geochemical habits as a basis for both appraising and developing usable sources. Part of the attack on this problem will be made by studies of the distribution of these elements in the rocks of the earth's crust and in geologic processes. The attack described here, however, is aimed at studies of known high-grade concentrations and favorable terranes in an effort to develop principles that will aid in the search for new deposits.

Continued acceleration of our economic growth requires, as discussed earlier, that we develop new sources of supplies of many minerals and fuels. Although domestic or foreign surpluses of some mineral commodities exist and are temporarily depressing a few domestic mineral industries, reserves of many other minerals are in short supply, and a 10-year or longer view of mineral needs across the board stresses the necessity of accelerating the research required to develop new supplies. Particularly important is research on the extent and habits of low-grade sources of many ferrous and nonferrous minerals; little is known of these now, but it is plain that they will be the mainstays of many parts of our mineral industry in the not too distant future.

An increase of $250,000 is requested for 1963 for needed expansion of rare-element and mineral resource studies of the nature outlined above. An appreciable part of this increase would be used to provide essential laboratory facilities and equipment, and laboratory analytical support.

(2) Urban and construction geology: The balance, $200,000, of the increase requested in 1963 is needed to accelerate and intensify geologic studies that are vital to sound urban development and engineering construction.

Billions of dollars are spent annually in urban development, for highways, and for other forms of engineering construction. All building and engineering structures stand on earth materials and in some part are built of them. Geologic studies provide fundamental knowledge of these materials—knowledge that results in substantial savings to Government at all levels by distinguishing stable from unstable ground, measuring the diverse properties of earth materials, and locating sources for construction materials. Thus urban construction, city planning, water supply and pollution, utility, street and bridge construction, highway building, and a host of other engineering activities require detailed geologic data for maximum efficiency. As each of these development activities continues to increase annually at an alarming rate, the demand for additional fundamental geologic information becomes more and more pressing.

Landslides, subsidence, and soil creep cause great damage each year, yet they are amenable to geologic analysis and hence to corrective measures. Similarly, rock-bursts and coal mine "bumps," which take an additional toll in human lives, may be reduced through geologic study.

The Survey has had a relatively small program in all of these fields for several years, but there is a great and immediate need for expanding this work, particularly on urban and highway geology, landslides, and other rock failures, and the engineering properties of earth materials.

Importance of work.—The wealth of a nation is directly proportional to its consumption of minerals and fuels. Economic geology investigations relate directly to specific mineral and mineral fuels resources, and to the application of geology to land development and engineering use. Each of these studies yields results that can be applied readily to problems of economic significance. For example, geologic research in known mineralized areas provides basic knowledge of geochemical environments, natural associations, ore controls, and regional geologic setting of the deposits—knowledge that plays an important part in the search for new ore bodies and new mineral districts.

Plan of work.—Underway in this subactivity are detailed geologic mapping and related field and supporting laboratory research studies that have immediate application to the search for and appraisal of specific deposits of the following: (1) base and ferrous metals, such as copper in the Western States; lead, zinc, iron in Wisconsin and the Southeastern States; and many other less common mineral commodities; (2) light metals and industrial minerals, such as beryllium in Nevada, Colorado, and Utah; bauxite and clays in Hawaii; phosphates in southwestern Montana; borates in California; and titanium, graphite and asbestos; (3) rare but strategic metals, such as selenium, germanium, rhenium, niobium, cesium, and scandium; (4) organic fuels, including oil and gas in California, Kansas, and other States; oil shale in Colorado; and coal in eastern Kentucky and selsewhere; and (5) radioactive materials, including uranium and thorium in several Western States. Also included in the economic geology program are research on geochemical and other methods of modern field prospecting for specific mineral commodities; geologic mapping and specialized geologic studies in areas of intense urbanization, of industrial growth, and of highway and other construction development, such as Denver, Los Angeles, San Francisco, and Seattle; and research on specific geologic-engineering problems. In addition, special studies and advisery services required by the Office of Mineral Mobilization are also included in this subactivity.

(b) Field and laboratory research in regional geology

The estimate of $6,923,000 is an increase of $250,000 over 1962.

Need for increase.—The increase requested in 1963 is needed: (1) to expand the cooperative geologic mapping program in Kentucky; and (2) to acquire a replacement aircraft for airborne geophysical surveys.

(1) Cooperative geologic mapping program in Kentucky: A large-scale, statewide geologic mapping program in Kentucky, begun in cooperation with the State in 1961, is designed to yield complete geologic map coverage of the State at a scale of 1:24,000 by 1970. This program not only represents an important step in one of the Survey's major responsibilities to achieve essential and adequate geologic map coverage of the Nation, but also is providing fundamental geologic data being sought by those working to stimulate industrial and economic growth in all sections of the State.

The State and Federal Governments share the cost of this program equally and appropriated $300,000 each to begin the geologic mapping in 1961; this amount

was doubled ($600,000 by each) in 1962. It is planned to level off support of this program at $700,000 by each party, for a total of $1,400,000 annually for the years 1963 through 1968. The program would then taper off to totals of $1,200,000 and $600,000 in 1969 and 1970, respectively, to complete the work. In order to carry out this program on the agreed upon schedule, the Survey must increase its support by $100,000 in 1963, which will match the $100,000 increase to be provided by Kentucky.

(2) Replacement aircraft for airborne geophysical surveys: An increase of $150,000 is requested to provide the net cost of the purchase of a suitable plane to replace the present inadequate and obsolescent aircraft used for airborne geophysical surveys. The cost of maintaining the present plane in a safe operating condition is becoming prohibitive, and this plane cannot be economically modified to accommodate newer equipment required to modernize geophysical surveying techniques. New and improved methods and equipment for magnetic and electromagnetic surveys are now available, and airborne gravity surveys may be possible in the near future. Radio location equipment and data processing systems now in existence make it desirable to point toward fully automating the preparation of airborne geophysical maps of all types. The aircraft requested will provide the range, altitude, and lift capabilities necessary to safely utilize these new methods and equipment.

Airborne geophysical surveys provide essential support to geologic investigations. Not only do such surveys expedite geologic studies of broad or relatively inaccessible regions, but also they provide data essential to sound appraisal of potential mineral and mineral fuel resources by helping to define favorable rock strata, and the extent and depth of basins and other important geologic structures.

Importance of work.—Regional geology investigations are designed to provide geologic maps and fundamental multipurpose data on the geology of the United States, its territories, and possessions. Individuals and groups, public and private, use these data as basic tools in the search for and development of mineral and mineral fuel deposits, in water resource studies, and in solving land development and use problems. In addition, these investigations provide the foundation for broad resource appraisals and furnish basic data applicable to many other phases of national development and welfare. The basic data acquired have a useful life of many years, inasmuch as they concern, for the most part, elements of nature that are relatively unchanging. The giant strides being made in sciences closely allied to geology, and in engineering methods and technology, however, impose enormously increased demands for more detailed geologic data. The geologic detail required to resolve scientific and technologic problems increases in marked degree as new concepts are developed and new demands are made in the raw-materials field. This in turn means that geologic maps themselves become obsolescent in 30 to 40 years.

Even though a large part of the Survey's current geologic effort is expended in this subactivity, the amount of work done is meager in terms of the accelerating national need for geologic maps and other essential geologic data. At the present time only about 16 percent of the United States, including Alaska and Hawaii, is covered by geologic maps on a scale of 1 inch to a mile or greater (the minimum scale considered satisfactory to meet the needs of intensive modern use). Plate G–2 shows the areas in the conterminous United States covered by published geologic maps on a scale of 1 inch to a mile or greater.

Plan of work.—The investigations are directed primarily toward the general study of the composition, structure, history, and distribution of geologic materials that compose the earth's accessible crust in selected regions throughout the Nation. Geologic mapping, mostly on scale of 1:24,000, 1:62,500, and 1:250,000, is the principal element in these investigations, but to make the results useful, this mapping must be supplemented and supported by regional geochemical, geophysical, stratigraphic, and paleontologic studies. Although most of the work is aimed at factfinding and acquiring new and better data, considerable effort is devoted to the collating, synthesizing, and interpreting such geologic knowledge for the public use. Paleotectonic maps (maps that depict the rock structures, mountains, and basins of sediment accumulation at specific periods during the geologic past), individual State geologic maps, and the geologic map of the United States as a whole are examples of such syntheses of regional geologic data.

(c) *Field and laboratory research in experimental geology*

The estimate of $4,260,000 is an increase of $900,000 over 1962.

Need for increase.—The increase in 1963 is needed to expand and intensify research investigations in two very timely programs in experimental geology: (1) geochemical census, and (2) study of the earth's crust.

(1) Geochemical census: An increase of $450,000 is requested to provide for needed expansion of the geochemical census program begun on a relatively small scale in 1962.

The entire substance of the known earth is made up of about 90 chemical elements. Some of the elements constitute many percent of the earth as a whole; others only a few one-hundred-thousandths of 1 percent. Whatever its total fraction, each element is distributed in a multitude of different materials and, among these, exhibits a wide range in concentration.

This Nation is now seeking concentrations of many of the elements. In addition, we have interest in all of them for their effects on foods, waters, and soils; on human, animal, and plant physiology and health; on the usability of other materials; and on the geologic and geochemical processes that help dictate the uses to which the land is put.

Pyramiding demands for geochemical data make urgent an accelerated program to collect and organize available geochemical data; to appraise these data, and catalogue and classify by priority those areas of little or no geochemical knowledge; and to conduct special investigations to fill the gaps in existing knowledge of the distribution and geochemical behavior of the elements.

The increase proposed in 1963 would be distributed to (*a*) studies on the abundance and distribution of the elements including the development of guidelines for sampling procedures and computer programs for analyzing data; (*b*) studies of fundamental geochemical processes such as studies of migration of elements, equilibrium processes, and thermodynamic properties of minerals and complexes; (*c*) applied studies, as in the field of health, such as compilation and analysis of data on areal distribution of radioactivity; (*d*) acquisition of necessary facilities; and (*e*) essential laboratory support and development of new techniques of study.

(2) Study of the earth's crust: Many basic scientific problems require for their solution more reliable and detailed knowledge of crustal and upper mantle structures. Of immediate and paramount importance, for example, is the problem of determining accurately the epicenters of manmade explosions and earthquakes and distinguishing between them. Detailed knowledge of the earth's crust is needed also (*a*) to provide a better understanding of the dynamics of faulting in order to interpret the growth and distribution of mountains; (*b*) to determine how large masses of granite, called batholiths, are formed; (*c*) to help explain why volcanoes erupt; and (*d*) to provide a better understanding of the origin of the many metallic ore deposits that are related to mountains, batholiths, and volcanoes.

The composition and structure of the crust and its common boundary with the upper mantle (the Mohorovicic discontinuity) can be studied by seismic, gravity, and other geophysical measurements. The Geological Survey has long been conducting a modest program in this field, but these studies need to be expanded appreciably. An increase of $450,000 in 1963 is requested for this purpose.

Recent interest in improving this Nation's ability to detect underground nuclear explosions and to distinguish them from natural seismic disturbances has provided the Geological Survey with short-term support for studies of some aspects of the crust under the Vela uniform program of the Department of Defense.

Importance of the work.—Research in experimental geology is essential to advances in all fields of applied geology. Only through a better understanding of fundamental geologic processes and principles can we hope to keep pace with unprecedented demands not only for mineral raw materials, but also for basic geologic data that have a wide variety of important applications.

Experimental geologic studies are designed to develop the new concepts and new and improved techniques and methods that are needed to keep pace with modern requirements, and to make full use of the remarkable advances being made in other sciences and technologies. Most of these research studies are basic, long-range investigations that work indirectly, though none the less potently, to the benefit of discovery and economic development of the Nation's resources. In many instances they have produced data that have found early application and had profound bearing on the resolution of problems not only in the field of resource development, but also upon many other aspects of scientific endeavor.

Plan of work.—Underway in this subactivity is a wide variety of fundamental research investigations in several different fields, such as (1) in experimental geochemistry and mineralogy, studies of chemical weathering, crystal chemistry, geologic thermometry, and the environments of ore deposition; (2) in field geochemistry and petrology, studies of the geochemistry of minor elements, origin and composition of thermal waters, volcanic phenomena such as displayed at the

Hawaiian Volcano Observatory, and of igneous, sedimentary, and metamorphic processes; (3) in theoretical geophysics, studies of the diverse physical properties of rocks, and development of geophysical exploration methods utilizing electrical, infrared, electromagnetic, and other physical properties; (4) in isotope geology, studies in geochronology, nuclear geology, and of the isotope geology of lead and other elements; and (5) in crustal research, study of the earth's crust.

3. Marine geology and hydrology

The estimate of $1 million is for new funds to support a new activity.

Need for increase.—The increase will enable the Geological Survey to expand appreciably its marine geologic and hydrologic activities and initiate development of a formal, integrated, and balanced program of research in order to meet the increasing need of other Federal agencies and overall national need for geologic and hydrologic information on oceanic areas.

The Interagency Committee on Oceanography has developed a unified national program for all oceanographic activities of the Federal Government in fiscal year 1963, and that program has been fully endorsed by the Federal Council for Science and Technology. The Geological Survey's proposal of timely research in marine geology and hydrology thus is a considered and integrated part of this national program and of the Nation's overall long-range effort in oceanography.

Oceanic areas have a common interest to many sciences, industries, and Government agencies. Study of these areas has lagged because of their large size and the cost and difficulty of work. Now, however, accelerating demands on natural resources require long-range development plans, and these will require better knowledge of the resources of the entire earth, not just the one-fourth of it that is dry land.

To understand and exploit the emerged lands in all coastal regions, it is essential that surface and subcrustal geological surveys be carried beneath the seas. To understand the nature, history, and probable future of our continent itself, we must know its geologic boundary relations with the contiguous ocean basins. To extend our comprehension of the sedimentary record, rocks, ores, minerals, and mineral fuels of the continent, we must study rock-forming materials and sedimentary and diagenetic processes wherever they can be reached. In short, to safeguard the economy and future of the Nation, we must discover and evaluate those geologic resources that exist on or beneath our continental shelves or the deeper sea floor.

Opening vast new areas to exploitation for mineral resources will be made possible by extending study to the oceans and the ocean floors. For many years oil, gas, and sulfur have been mined from offshore areas of the United States, and coal is mined from beneath the sea in some other parts of the world; beach sands are important sources of titanium, thorium, and rare earths, and have been worked also for chromium, tin, platinum, and gold; sea water is already an "ore" of bromine, iodine, magnesium, and common salt; and will sooner or later become a source for many other substances. In addition, metal-rich deposits and fertilizer materials are known to lie on the sea floor in places.

The ocean areas, which contain 97 percent of all the earth's water, have a dominant role in manufacturing gross weather patterns of the world and hence have much to do with precipitation on the land areas. The world ocean is the largest single element in the hydrologic cycle, which is one of the Survey's primary concerns. The oceans are the principal source of evaporated moisture, which, as it turns to precipitation, replenishes the fresh-water supply of the continents.

There are many real and important water problems in the marine areas, especially estuarine, tidal, and shelf areas. For example, contamination by industrial, radioactive, and sewage wastes has become a significant and rapidly growing problem. Some of this contamination is contributed by streams flowing off the land, but other contamination originates with coastal shipping and shoreline developments. Other examples are the landward incursion of salt water, which is degrading the quality of water supplies in coastal ground water aquifers; upstream invasion of salt water in fresh-water channels, including channels which have been dredged; and residual brine in coastal aquifers which were submerged and charged with salt water during the recent geologic past.

Plan of work.—1. Research in marine geology:

(*a*) Regional research in marine geology: geologic history, structure, evolution, sedimentation, and mineral deposits of specific geographic areas, such as along the Atlantic Continental Shelf, the Pacific continental margin and basin, the Aleutian borderland and trench.

(*b*) General synthesis of available data pertinent to marine geology, particularly data on the continental shelves of the world.

(*c*) Research in general marine geologic processes, instrumentation, and methods, including such studies as the formation of marine ore deposits, organic materials, and minor elements in marine and lake sediments, continuous gamma radiation profiles of bottom sediments, mineralogy of marine sediments, and other high priority experimental and theoretical studies.

2. Water and sediment investigations: These would be chiefly but not exclusively, in estuarine, near-shore and shelf areas.

(*a*) Continuation of studies of chemical and physical erosion of continents and contributions of dissolved and suspended matter to the seas; behavior of waste contaminants in the sea; paths of fresh-water plumes discharged by rivers in shelf and delta areas and associated patterns of sediment deposition; geochemical and physical processes that determine the fate of pollutants and other materials.

(*b*) Hydrology of shelf and shore areas; extension of current salt-water encroachment studies into shelf areas in order to decipher the hydrodynamics of coastal aquifers and their extensions offshore; seaward discharge of fresh water in aquifers that extend into the continental shelves.

(*c*) Studies of marine hydrologic processes, especially those that are keys to processes and conditions under which were formed water-bearing materials that now occupy the land areas, would provide information that would have a bearing, for example, on the origin and history of brine waters which now occur in aquifers which lie inland throughout the Nation.

(*d*) Sedimentation and diagenetic processes, especially in delta and estuary areas; their relation to inland erosion and production of sediment; their role in the decontamination of water by adsorption and entrainment of contaminants.

Necessary laboratory facilities would be required to carry out the program planned in 1963 and succeeding years.

STATUS OF PROGRAM

The Geological Survey has no formal program in marine geology and hydrology at present, and only a few current investigations are directly oriented in this field.

4. Water resources investigations

The estimate of $14,530,000 is an increase of $405,000 over 1962. Basic research projects in the estimated amount of $900,000, heretofore financed within this activity, are proposed for transfer to the new activity, Insitute of Water Research. Thus, the increase over the adjusted base (after the transfer) is $1,305,000.

Importance of water resources investigations and research.—"The task confronting the Nation in the water field is one of meeting the growing demands on water resources in the most efficient manner consistent with accepted public aims. * * * Water shortages can be alleviated. The lack of water need not limit our economic destiny. But positive action must be substituted for complacency. There is work to be done, work to develop and use the abundant resources placed in our custody."

In these words the Senate Select Committee on National Water Resources defined the Nation's goal in water use, placed it in perspective in relation to the country's economy, and urged action. The President has called for comprehensive long-range planning for better management of the country's water. The Geological Survey has a 10-year plan for water investigations of which the present budget is a part. This long-range plan is based on the recognition that decisions in water development and management are based on water facts and observations. To obtain these facts takes time. Water studies to acquire knowledge must move forward at an increasing rate to provide the facts and understanding before the decisions are made. The Geological Survey, which is the principal Federal agency engaged in hydrologic research, proposes an expanded program that will provide this information.

Water is a dynamic resource. It is always in motion. As it moves, men interrupt its motion, divert it from its natural path, and send it on toward a new destination, often seriously changed in quality by the addition of waste products. The understanding of the consequences of man's use of water depends on detailed knowledge of how water behaves in various environments. To use water resources intelligently, the following kinds of questions must be answered: (1) What, when, and where is water available? (2) where is it going? (3) by what

routes will it travel? (4) how long will it take to get there? (5) what changes—physical, chemical, and biological—will take place? (6) how do these changes take place? and (7) how can they be controlled?

Studies of the physical environment in which water occurs requires the skills of many disciplines: hydraulics, hydrology, geology, geophysics, geochemistry, and others. Some of the scientific principles applicable are known; many remain to be established by research.

The water investigations proposed by the Geological Survey are designed to increase the fund of knowledge about the occurrence of water, its movement, and its interaction with the environment.

To pursue these goals vigorously will require: (1) an increased technical staff including additional research scientists; (2) a fully equipped central research facility; (3) field research stations, including instrumentation; and (4) field demonstration projects including instrumentation.

To conduct an expanded program of basic research designed to improve capabilities for analyzing and solving water problems, it is proposed to establish an Institute of Water Research, a new activity. Further, it is proposed that the Federal program of the water resources investigations activity be strengthened in the direction of greater capability for appraising the Nation's water resources and conducting applied research to improve the scope and methods of investigations. Basic research presently supported by the Federal program would be transferred to the Institute of Water Research.

Program elements	Amount available, 1961	Amount available, 1962	Fiscal year 1963			
			Transfer to institute (−)	Adjusted base	Estimate	Increase (+) or decrease (−)
(1) Federal program	$5,270,085	$5,695,000	−$900,000	$4,795,000	$6,100,000	+$1,305,000
(2) Federal-State program	7,577,431	8,430,000	----------	8,430,000	8,430,000	----------
Total	12,847,516	14,125,000	−900,000	13,225,000	14,530,000	+1,305,000

(1) *Federal program.*—The estimate of $6,100,000 is an increase of $1,305,000 over the adjusted base. The Federal program consists of investigations in which national interest is dominant. Studies of hydraulic and hydrologic methods and techniques and other applied research receive special attention. This work complements the cooperative programs, which are financed in part by State and local governments.

Need for increase.—An increase of $1,305,000 is requested for the following purposes:

1. Expansion of hydrologic network: Expansion of the primary network of streamflow stations, both quantity and quality, and ground water observation wells is planned. The designed network is planned for completion in 10 years. Also included will be the establishment of several hydrologic benchmark areas in which the quantity and quality of surface and ground water will be observed continuously. The areas will be selected so as to minimize the effects of manmade changes. Records so collected will provide a basis for the study of long-term hydrologic trends. An ultimate goal of 100 benchmark areas is contemplated. A substantial number is planned for activation during fiscal year 1963.

2. Reconnaissance of ground water supplies: In order to achieve the goal of nationwide coverage by 1973, this program will be accelerated during fiscal year 1963.

3. Hydrologic education: Because of the inadequate number of men sufficiently trained in hydrology and the water science, the Geological Survey is working with universities toward improvement of college curricula, and is engaged in advanced training activities. The types of education and training being emphasized in fiscal year 1963 include the following:

(*a*) Selected employees are being supported in additional graduate studies under Public Law 85–507, the Government Employees' Training Act.

(*b*) Research by selected graduate students is supported by offering summer employment.

(*c*) In-service training seminars for professional employees are being conducted by the Geological Survey in collaboration with university staffs.

4. Emergency flood studies: Disastrous floods may be expected to occur somewhere in the United States on the average of about once every 2 or 3 years. From three to eight major floods may be expected to occur in the United States every year.

The Geological Survey has, for many years, made limited investigations during and immediately following floods to document vital hydraulic and hydrologic information related to such events. The data obtained are made available to the general public as well as to Federal, State, and local agencies that are concerned with planning remedial action or control works to prevent or alleviate a recurrence of the disastrous flood effects of similar future storms.

In the past, the budget has not been sufficient to provide for adequate investigations of extraordinary floods including immediate field surveys and rehabilitation of damaged record-collection facilities. Much valuable information has been lost, such as flood profiles throughout the flood reaches of the principal rivers, and flood discharges at critical locations between gaging stations or on ungaged streams. The availability of funds for immediate use in extraordinary floods would permit necessary documentation of flood facts and more efficient utilization of manpower.

5. Equipment: Equipment needs include chemical laboratory equipment for applied research, digital recorders for data collection, and well augers for ground water exploration.

Subactivity	Amount available, 1961	Amount available, 1962	Fiscal year 1963			
			Transfer to Institute (−)	Adjusted base	Estimate	Increase (+) or decrease (−)
(a) Surface water investigations	$2,249,651	$2,470,000	−$270,000	$2,200,000	$2,770,000	+$570,000
(b) Ground water investigations	1,739,395	1,870,000	−345,000	1,525,000	1,850,000	+325,000
(c) Quality-of-water investigations	1,281,039	1,355,000	−285,000	1,070,000	1,480,000	+410,000
Total	5,270,085	5,695,000	−900,000	4,795,000	6,100,000	+1,305,000

(a) *Surface water investigations*

The estimate of $2,770,000 is an increase of $570,000 over the adjusted base. The estimate includes $2,592 for the Geological Survey payment to the Bureau of Employees' Compensation as required by section 209 of Public Law 86-767. This subactivity includes collection and compilation of basic streamflow data, analysis and interpretation of these data for specific purposes, and supporting research in hydrology and open-channel hydraulics.

(b) *Ground water investigations*

The estimate of $1,850,000 is an increase of $325,000 over the adjusted base. This subactivity includes systematic collection, analysis, and interpretation of hydrologic and geologic data; and applied research to improve the scope and methods of investigations.

(c) *Quality-of-water investigations*

The estimate of $1,480,000 is an increase of $410,000 over the adjusted base. This subactivity includes collection and interpretation of data on the sources, chemical and physical characteristics, quantity movement, and distribution of suspended and dissolved substances in water. Supporting research dealing with sediment movement in streams, distribution of radioelements in water, and organic substances in water are a continuing part of this subactivity.

Investigations common to two or more subactivities.—Some studies now in progress or planned for 1963 relate to more than one subactivity. These studies include water resources of areas, relation between water and land use, and water use.

(2) *Federal-State program.*—The estimate of $8,430,000 is the same as for 1962. Water resources investigations in cooperation with State and local agencies provide an appropriate and equitable arrangement for financing work in which there is substantial joint interest and responsibility. State and local agencies began in 1895 to contribute to the Survey's water resources investigations through financial cooperation. Since then, Federal funds have been appropriated each year for such Federal-State investigations. Since 1929, the appropriation

language has required that the Survey's share not exceed one-half the total cost of investigations.

With few exceptions, the objective of work done in the Federal-State program is to inventory and describe the water resources of specific areas. Emphasis is placed on obtaining facts needed to help solve local and regional water problems and guide in the sound development and management of water supplies. The work includes the systematic collection of water records and studies of the quantity and quality of surface water and ground water supplies.

Plan of work.—Cooperative programs planned for 1963 will be a continuation of existing work to determine and appraise the water resources of the Nation. Increased emphasis will be given to analytical and interpretive studies of the occurrence and availability of water, to definition of the area and frequency of flooding in urban areas, and to water quality studies.

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Surface water investigations	$4,214,811	$4,600,000	$4,600,000	
(b) Ground water investigations	2,678,224	3,000,000	3,000,000	
(c) Quality-of-water investigations	684,396	830,000	830,000	
Total	7,577,431	8,430,000	8,430,000	

5. Institute of Water Research

The estimate of $2,800,000 is to establish and support the Institute of Water Research, a new activity. It includes $900,000 for the support of basic research to be transferred from the Federal program of the "water resources investigations" activity to the Institute of Water Research.

Need for increase.—The recommendations of the Senate Select Committee on National Water Resources stress the urgent need for an accelerated program of basic research in the field of water.

Management of water requires a foundation of scientific knowledge and facts about its relationship to the environment in which it occurs. Despite the tremendous growth in water requirements, water use, and water problems, there is nowhere in the world today an institution devoted solely to research in the water science. All existing organizational units, laboratories, and centers that concern themselves with water either divide attention among several resources, or among research, operations, and construction. The proposed Institute of Water Research would be devoted solely to the water science and only to research.

The Institute is envisioned as being staffed with scientists and engineers, representing a variety of disciplines, whose job it will be to discover and codify the natural physical laws to which water is subject. As the need for expanded research focusing on water becomes more widely recognized, similar institutions will probably spring up in other levels of government, in universities, and in other nations of the world.

Plan of work.—The program proposed for the Institute is threefold:

(1) Research in fundamental hydrology, with particular emphasis on its environmental relations on, in, and over the earth.

(2) Research of a clinical nature addressed to the understanding of the scientific aspects of particular water problems or particular types of environments. This research would use specific areas for study but would be concerned with gaining knowledge that would have applicability to similar areas elsewhere.

(3) Research aimed at translating scientific information into management terms. This would include the joint consideration of economic, biologic, and physical factors. The aim of such research would be to provide a scientific basis for judging the economic and physical results of various alternative actions or decisions. Research results would not prescribe what decisions should be made in water development or management, but would provide a basis for estimating the effect of different decisions.

Institute research will include studies of the hydrologic varieties of water forms and the effects of water action including studies of glaciers, lakes, rivers, rills, and ground water systems. It will be concerned with time sequences in hydrologic phenomena or geochronology which involves the study of time series and time changes in storage, in rates of various processes, and methods of dating hydrologic events of the past. And it will be concerned with the chemistry of organic and inorganic substances in water, seeking the basic laws governing the chemical solution and settling out of substances with which water comes in contact. Research will be conducted both in the laboratory and in the field.

The Institute will require equipment and facilities for carrying on such research, including hydraulic flumes, geomorphic models, electronic analogs, and laboratories for studies in spectroscopy, X-ray diffraction, flame photometry, inorganic, organic, and physical chemistry.

The Institute will encourage research in universities and collaborative efforts with other Government agencies. Scientists in the employ of other agencies will be encouraged to utilize the facilities and specialized skills found in the Institute in the conduct of research for their respective agencies. The Institute will be concerned with stimulating education in the water science at universities, and with international cooperation in scientific hydrology.

In the first year, the effort will include organizing and equipping scientists already on the staff of the Geological Survey and those university personnel and students already collaborating with the Survey in hydrologic research. Simultaneously new skills from disciplines now poorly represented in hydrologic research will be recruited, particularly in the fields of economics, limnology, physical chemistry, hydrodynamics, mathematics, and biology. Research effort of the kind described in the foregoing paragraphs that was formerly included in the water resources investigations activity of the Geological Survey will be transferred to the Institute of Water Research.

6. Soil and moisture conservation

The estimate of $185,000 is the same as for 1962.

This program provides basic hydrologic and geologic data needed for improving and maintaining the productive value of public lands. The basic data and the investigational and advisory services provided by the Survey are utilized by land-management agencies of the Department in planning land-treatment measures and in locating and designing successful wells and reservoirs. The Survey's program includes water-supply exploration; studies of erosion and sedimentation, degradation and aggradation in stream channels, runoff and sediment yield, and effects of land-treatment measures; and the collection of hydrologic data for planning conservation structures.

Plan of work.—During 1963, the kinds of work now in progress will be continued. Activities in well-site locations will be stepped up to keep pace with increasing demands, especially from the Bureau of Land Management and Bureau of Indian Affairs. Some projects now in progress will be completed. One or two projects will be expanded to cover a greater number of areas yielding information on a larger number of climatic and physiographic environments.

7. Conservation of lands and minerals

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Supervising oil and gas leases	$1,922,584	$1,937,000	$2,154,000	+$217,000
(*b*) Supervising mining leases	456,901	457,000	510 000	+53,000
(*c*) Mineral classification	698,849	843,000	843,000	
(*d*) Waterpower classification	250,000	258,000	258,000	
(*e*) Federal Petroleum Board	221,951	229,000	300,000	+71,000
Total	3,550,285	3,724,000	4,065,000	+341,000

(*a*) *Supervising oil and gas leases*

The estimate of $2,154,000 is an increase of $217,000 over 1962.

Need for increase.—To provide for: (1) essential overwater transport to Outer Continental Shelf leases and wells; (2) increased utilization of the Electronic Data Processing equipment to bring royalty accounting to a current status; and (3) additional petroleum engineers and supporting services to keep pace with the ever-increasing workload.

Plan of work

	Actual, 1961	Estimate, 1962	Estimate, 1963
Number of oil and gas properties and wells supervised	180,000	205,000	228,000
Value of oil and gas produced	$935,000,000	$1,025,000,000	$1,134,000,000
Royalty accruals	$127,000,000	$142,000,000	$156,000,000
Available funds for supervision	$1,922,584	$1,937,000	$2,154,000
Number of employees	235	231	255

KANSAS MAY 16 1962 MANHATTAN KANSAS

Administering the operating regulations under the various mineral leasing acts is a continuing subactivity. This work involves onsite supervision of exploration, development, and production of oil and gas on Federal, Indian, and certain naval petroleum reserve lands in the United States. The objective is to so perform the work that the interests of conservation may be assured with due regard to the reduction of waste. The responsibilities include the determination and maintenance of an accurate account of production and of the royalties due, and, when appropriate, taking such royalties in kind and disposing of them pursuant to applicable laws and regulations.

Current developments in connection with the oil and gas potentials of the Outer Continental Shelf areas of the United States continue to have a significant bearing on the actual and anticipated future workloads of this subactivity. There is considerable new interest in the offshore areas off both the Atlantic and Pacific coasts.

(*b*) *Supervising mining leases*

The estimate of $510,000 is an increase of $53,000 over 1962.

Need for increase.—To provide funds for: (1) increased responsibilities in enforcement of health and safety measures in uranium mines on Indian and acquired land leases; (2) staffing and opening a new supervisory office at a centrally located site in New Mexico or Arizona; and (3) personnel to handle normal workload increases.

Plan of work

	Actual, 1961	Estimate, 1962	Estimate, 1963
Value of minerals produced	$165,276,448	$182,000,000	$201,000,000
Royalty accruals	$8,000,000	$8,500,000	$9,000,000
Available funds for supervision	$456,901	$457,000	$510,000
Number of employees	39	39	45

This is a continuing subactivity, enforcing the operating regulations under the various mineral leasing acts governing the exploration, development, and production of mineral deposits from leases on Federal and Indian lands in the United States. This function is conducted in such manner as may best serve the interests of conservation of the resources. The responsibilities include the maintenance of an accounting record of the minerals produced, the determination of the royalty liabilities, and the collection of lease rentals and royalties. The work includes: (1) the assembly of data from Federal and Indian lands under lease or permit being prospected for coal, potassium, phosphate, radium, uranium, manganese, fluorspar, mica, lead, zinc, etc.; (2) the assembly of data on known and possible ore reserves in areas being mined; (3) the assembly of basic data on ore reserves of quality too low to merit beneficiation by present techniques, but which probably could meet purchase requirements with improved beneficiation methods; (4) onsite supervision and regulation of development and production operations; and (5) attention to protective methods for workmen exposed to radiation or other hazards.

The normal workload of this subactivity is expected to increase during the budget year. In addition, the newer responsibility in regard to the health and safety of workmen in uranium mines, stemming from an interagency meeting called by the Public Health Service in 1959, adds an additional workload of considerable magnitude. It is held by the Public Health Service that the air in most uranium mines contains radon daughter products in concentrations many times the recommended working level; that mine air in many mines carries excessive amounts of free silica; and that exposure of workmen to excessive concentrations of radon daughter products in mine air and adhering to silica dust could lead to lung cancer. Our findings corroborate the statements of the Public Health Service as they pertain to silica dust and radon daughter products.

The Survey is responsible for the enforcement of health and safety measures in uranium mines on Indian and acquired land leases. Although substantial improvement has been made in the ventilation of uranium mines, continued vigilance and more frequent examinations of such mines is essential to assure a safe working level of mine atmosphere. During the budget year the Survey proposes to intensify the examination program by making more frequent inspections of all mining operations to effectively minimize mine hazards. To accomplish this objective, two additional engineers will be employed, one at Carlsbad, N. Mex., and one at Salt Lake City, Utah. Also, with the increased interest in coal for

thermal power and petrochemicals in Arizona and New Mexico, it is proposed to open a new supervisory office at some centrally located site for better service to the public, perhaps in western New Mexico or in Arizona.

(c) *Mineral classification*

The estimate of $843,000 is the same as for 1962.

Plan of work.—This is a continuing subactivity responsible for classifying the Federal land area as to mineral character, for determining what Federal land areas are to be withdrawn for the purposes of investigation for leasable minerals, and for recommending the restoration of such lands from withdrawal after adequate geologic mapping and classification. The primary objectives are: (1) the determination, from geological data and other evidence, of the actual or probable presence of mineral deposits of value in specific tracts or parcels of public land anywhere in the United States; (2) the protection of such mineral estates (by timely notice, withdrawal or classification) from inadvertent disposal under nonmineral land laws; (3) the promotion of the exploration and development of such estates under applicable provisions of the Federal mining or mineral leasing laws; and (4) the prompt referral, to the administrative and supervising agencies involved of the geologic determinations and counsel requisite to the effective discharge of their responsibilities.

Under the mineral leasing laws, determination and definition of the "known geologic structures" of producing oil and gas field are the basis for discrimination between lands subject to lease by application or by competitive bidding. For each such lease application the Survey determines whether the land sought is within the known geologic structure of a producing field. The Survey is also responsible for reporting to the Bureau of Land Management all first discoveries of oil and gas under application-type leases and discoveries of new oil and gas fields, or deposits, pursuant to applicable laws for their effect on rental and royalty liabilities. Reports to the Bureau of Land Management are also made on the occurrence of the leasable minerals: coal, oil shale, phosphate, potash, sodium, sulfur, and asphaltic minerals. These reports involve State selections, forest exchanges, mineral permits and leases, nonmineral entries, and lands, under the jurisdiction of other Government bureaus and agencies.

Expansion of industrialization in the United States, particularly in many of the Western States, is resulting in an increasing demand for land and mineral resources. This demand has stimulated the search for and development of leasable minerals on Federal and Indian lands, particularly in the public land States west of the Mississippi River. A similar interest exists in acquired and public lands east of the Mississippi River. Mineral land classification is an essential function in the administration of the mineral leasing laws applicable to Federal lands. The timely performance of this function is of particular importance if this Nation is to derive optimum benefits from the conservation, development, and production of its mineral resources.

(d) *Waterpower classification*

The estimate of $258,000 is the same as for 1962.

The recent comprehensive report by the Senate Select Committee (Kerr committee), Water Resources Activities in the United States, emphasizes the need for the investigation, evaluation, and inventorying of all possible water development sites in order that the most effective plans can be made for the fullest possible utilization of the Nation's water resources. President Kennedy, in his special message to the Congress on natural resources on February 23, 1961, urged the enactment of legislation permitting the reservation of known future reservoir sites wherever such protection is necessary. In regard to public lands, the Geological Survey has had a continuing program, with these exact objectives, in progress since 1909 in connection with its authority to classify the public lands for waterpower and water storage values.

Plan of work.—This is a continuing subactivity, the objectives of which are the discovery, investigation, and the valuation of potential waterpower and storage sites on public lands and the protection of such land value through the segregation in waterpower or reservoir site reserves of the public lands affected. Waterpower classification by the Survey is achieved by field investigations to obtain basic data and related information needed for the location and evaluation of sites on the public lands, and through subsequent office studies in which the basic data are analyzed and final reports are prepared. These reports provide the basis for scientific classification of lands with regard to their power and storage values. Maps and reports prepared during these investigations bring potential water-

power and storage sites to the attention of the public, and are extensively used by States, industry, and Federal agencies in the preliminary planning of proposed developments. They are of particular value to the Bureau of Land Management and the Federal Power Commission in fulfilling their responsibilities relating to the administration of the public lands.

An updated report on developed and potential waterpower of the world is planned. The first compilation of potential and developed waterpower for the world was made in 1918 when engineers of the U.S. Geological Survey prepared estimates by countries, for use at the Versailles Peace Conference. These estimates were published in 1921 by the Geological Survey in the World Atlas of Commercial Geology, part II, Water Power of the World. Since that time the estimates have been prepared and released at irregular intervals. Geological Survey Circular 329 with data as of 1952 was the first formal publication of the estimates after 1921. The estimates were revised at the end of 1954 and published as Geological Survey Circular 367. Requests for an up-to-date report on this subject have been received from many sources in the United States and also from many countries throughout the world. The preparation of a new report is important. The availability of many new sources of information and the essential need for the most accurate estimates possible make this a very large and significant undertaking.

(e) *Federal Petroleum Board*

The estimate of $300,000 is an increase of $71,000 over 1962.

Need for increase.—To provide: (1) for eight additional investigators; and (2) the establishment of one additional field office in order to extend the enforcement beyond the present designated areas.

Plan of work.—The Federal Petroleum Board, under supervision and direction of the Geological Survey, administers the Connally Act of February 22, 1935. The act supports conservation activities of certain oil-producing States by prohibiting the interstate shipment of oil produced in violation of State oil and gas proration laws.

Examiners of the Board, by gaging lease production, by inspection of leasehold operations, by lease visits, by checking pipelines, feeder lines, or tank batteries, by interviewing lease employees, lessees, operators, or well service company employees, and by checking all records of production and oil shipments, detect violations of the State proration laws. Following such preliminary investigation and formal docketing of the cases, the Board of Examiners makes a full-scale investigation, takes depositions, and prepares the case against the violator for submission through departmental channels to the Attorney General for prosecution.

One of the principal duties of the Board is to see that the oil producers maintain proper records of oil production and disposal, and that prescribed reports are filed with the Board. By means of these required records and reports the Board maintains an accurate knowledge of the production of oil, the products derived therefrom, and its transportation in interstate commerce.

The Connally Act is applicable wherever State laws limit the rate of production and prescribe conditions for producing and handling the oil. However, due to the small size of the Board, its primary activity is in 106 counties of Texas, Lea and Eddy Counties in New Mexico, and all of Louisiana. Unless exempted by the Board in writing, or by constructive notice, producers within the above designated area are required to maintain daily production records and file monthly production reports of operations for each lease. Transporters and refiners are also required to file monthly reports. The processing of such reports accounts for a considerable portion of the workload of the Board.

The investigative authority of the Board is not limited to the required reports nor to the designated areas described above, except for the limitation put upon its activities by the availability of funds and personnel, to determine that contraband oil has been produced and shipped in interstate commerce.

The Board also strives, within the limit of its funds, to enforce provisions of the act in other States nearby its offices, such as Mississippi, Oklahoma, Arkansas, and Kansas. This regulatory activity should be extended to other oil-producing States as well.

In the absence of additional funds for this activity, efforts to extend the enforcement beyond the present designated areas will remain futile. The increase requested for 1963 will permit the employment of about eight additional investigators, the establishment of one or two additional field offices, and will, perhaps, offer some rebuttal to the often repeated criticism that Louisiana, Texas, and New Mexico have been unfairly singled out for discriminatory and unnecessarily harsh Connally Act enforcement.

Program objectives

(1) The enforcement of conservation laws and regulations applicable to oil, gas, and mineral leases on Federal and Indian lands, and the accounting for and collection of royalties due from production therefrom.

(2) Classification of public lands as to their mineral and waterpower potential, and the restoration to entry of hitherto withdrawn lands classified as nonmineral or nonwaterpower, to assure optimum use of such lands.

(3) Enforcement of the Connally "Hot Oil" Act prohibiting interstate or international shipment of petroleum produced in violation of State proration laws.

8. General administration

The estimate of $1,700,000 is an increase of $244,000 over 1962.

Need for increase.—An increase of $244,000 is requested to provide for executive direction and administrative support for the Bureau's $86 million program ($59 million in the direct appropriation). This increase will provide for normal operating increases necessitated by enlarged substantive programs of the Survey, and also for strengthening of the personnel management program by establishing local examining facilities at the four field personnel offices.

Expansion of the systems development program is planned primarily for staff research in the field of information storage and retrieval. The initial investment in equipment facilities required to carry out this program is estimated at $140,000 in fiscal year 1963.

Plan of work.—This activity provides for the executive direction and overall management of the Geological Survey, as well as such essential services as organization and procedures, systems development, budgeting, accounting, voucher examination, internal audit, payroll, personnel, purchasing, property control, mail, and messenger.

This activity is financed from funds appropriated directly and by an assessment against reimbursements from other Federal agencies and certain nongovernmental sources. No assessment is made against funds for the State cooperative program. A comparison of funds for executive direction and administration, relative to the entire program of the Geological Survey follows:

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Direct appropriation	$1,434,920	$1,456,000	$1,700,000	+$244,000
Assessment against anticipated reimbursements	499,926	559,000	550,000	−9,000
Total general administration	1,934,846	2,015,000	2,250,000	+235,000
Total Survey program (excluding construction of special-purpose buildings)	71,349,150	77,457,000	86,114,000	+8,657,000
Ratio of general administration to total (percent)	2.71	2.60	2.61	+0.01

9. Special-purpose buildings

Funds in the amount of $1,100,000 are requested for a special-purpose laboratory building at the Denver Federal Center for research in isotope geology and hydrology involving unusual levels of nuclear radiation. This amount includes about $110,000 for engineering and supervision of construction. The separate facilities are urgently needed for two different but very cogent reasons: safety and efficiency. Presently the research involving nuclear radiation is performed in locations where facilities are woefully inadequate because safety precautions cannot be fully provided, or because the accuracy of research results may be seriously impaired, or the scope of research programs severely restricted.

New applications of radiation to research problems in geology and hydrology include the newly developed technique of activation analysis. This requires a high-energy neutron generator to excite the samples being studied, and this in turn required adequate protection of personnel and highly sensitive instruments. The use of radioactive tracers in hydrologic research is another facet of the Survey's programs which promises great advances in the knowledge of water circulation. Further development of instruments and techniques is clearly anticipated.

Because the magnitude and complexity of radioisotope research programs are growing rapidly, the new facilities are most pressingly needed. The very stringent requirements for use and storage of moderately and highly radioactive isotopes clearly indicates the need for a separate facility. Yet, because it is intimately related to other work being conducted at the Federal center, it should be located there. In collaboration with the U.S. Public Health Service, Atomic Energy Commission, and the General Services Administration, a location and layout of the proposed laboratory has been developed. There are no available facilities in the Denver area now existing that would serve this need.

The General Services Administration has prepared preliminary estimates of cost and identified a suitable site at the center. It is anticipated that a design contract will be let early in fiscal year 1963 with a contract for construction later in the year. The General Services Administration would supervise the project.

It is understood that specific authorization by the congressional Committees on Public Works will not be needed, because of the highly specialized purposes of the building.

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$71,349,150	$77,457,000	$87,214,000	+$9,757,000
Unobligated balance brought forward	−400,000	−400,000	−400,000	
Advances and reimbursements from:				
Other accounts	−13,196,255	−14,819,000	−14,435,000	+384,000
Non-Federal sources	−12,252,342	−12,818,000	−12,879,000	−61,000
Unobligated balance carried forward	400,000	400,000	400,000	
Unobligated balance lapsing	55,447			
Appropriation	45,956,000	49,820,000	59,900,000	+10,080,000
Direct obligations:				
11 Personnel compensation	34,044,226	35,850,000	40,800,000	+4,950,000
12 Personnel benefits	2,543,621	2,670,000	3,040,000	+370,000
21 Travel and transportation of persons	2,077,416	2,450,000	2,930,000	+480,000
22 Transportation of things	501,541	680,000	770,000	+90,000
23 Rent, communications, and utilities	1,241,142	1,200,000	1,700,000	+500,000
24 Printing and reproduction	595,794	800,000	1,140,000	+340,000
25 Other services	1,082,151	1,675,000	1,880,000	+205,000
Services of other agencies	348,183	245,000	530,000	+285,000
26 Supplies and materials	2,012,461	2,385,000	2,560,000	+175,000
31 Equipment	1,458,944	1,875,000	3,460,000	+1,585,000
32 Lands and structures			1,100,000	+1,100,000
42 Insurance claims and indemnities	5,303			
Subtotal	45,910,782	49,830,000	59,910,000	+10,080,000
Deduct quarters and subsistence charges	10,229	10,000	10,000	
Total direct obligations	45,900,553	49,820,000	59,900,000	+10,080,000
Reimbursable obligations:				
11 Personnel compensation	17,115,316	18,025,000	18,000,000	−25,000
12 Personnel benefits	1,236,421	1,300,000	1,300,000	
21 Travel and transportation of persons	1,481,504	1,850,000	1,760,000	−90,000
22 Transportation of things	420,388	450,000	440,000	−10,000
23 Rent, communications, and utilities	574,471	615,000	600,000	−15,000
24 Printing and reproduction	98,364	120,000	100,000	−20,000
25 Other services	1,810,562	2,400,000	2,290,000	−110,000
Services of other agencies	289,376	385,000	330,000	−55,000
26 Supplies and materials	927,611	1,153,000	1,170,000	+17,000
31 Equipment	1,493,851	1,340,000	1,325,000	−15,000
42 Insurance claims and indemnities	1,269			
Subtotal	25,449,133	27,638,000	27,315,000	−323,000
Deduct quarters and subsistence charges	536	1,000	1,000	
Total reimbursable obligations	25,448,597	27,637,000	27,314,000	−323,000
Total obligations	71,349,150	77,457,000	87,214,000	+9,757,000

Consolidated accounts and central services financed by benefiting activities

Services, supplies, or equipment which are in common need by two or more divisions are, for efficiency and economy, reported in consolidated accounts. Charges are initially made to these accounts, are ultimately charged to the activity benefited, and are justified in the budget document for those activities. The actual costs of these accounts for 1961 and the estimates for 1962 and 1963 are summarized below:

	Actual, 1961	Estimate, 1962	Estimate, 1963
Consolidated accounts:			
Motor vehicle fleet operation	$1,408,876	$1,413,000	$1,500,000
Rental and maintenance of certain facilities at headquarters and field centers	330,074	350,000	368,000
Warehouse stock of common-use supplies and materials	518,790	522,000	569,000
Survey's proportionate share of departmental charges, safety committee, and contingencies arising from operation of field centers	71,383	74,000	75,000
Total consolidated accounts	2,329,123	2,359,000	2,512,000
Central services:			
Map reproduction	1,524,975	1,813,000	1,750,000
Editing and illustration of publications	1,202,109	1,542,000	1,832,000
Distribution of maps and reports, response to public inquiries and related functions	830,384	917,000	1,075,000
Property maintenance and instrument development	464,457	490,000	515,000
Computing and tabulating services	625,026	575,000	580,000
Total central services	4,646,951	5,337,000	5,752,000
Grand total	6,976,074	7,696,000	8,264,000
Less interoffice billings	227,111	295,000	298,000
Net cost	6,748,963	7,401,000	7,966,000

Financial support for these accounts and services is summarized as follows:

Activities	Actual, 1961	Estimate, 1962	Estimate, 1963
Topographic surveys and mapping	$2,675,664	$2,960,000	$2,975,000
Geologic and mineral resource surveys and mapping	2,045,129	2,448,000	2,620,000
Marine geology and hydrology			64,000
Water resources investigations	1,721,737	1,765,000	1,970,000
Institute of Water Research			130,000
Soil and moisture conservation	5,511	4,000	4,000
Conservation of lands and minerals	142,584	142,000	120,000
General administration	158,338	82,000	83,000
Net cost	6,748,963	7,401,000	7,966,000

General Statement

Chairman Hayden. The estimate for this year is $59,900,000, an increase of $10,080,000 over the amount provided in fiscal year 1962. Included in your estimate is a new program of marine geology and hydrology, which you estimate will cost about $1 million in the coming fiscal year, the establishment of an Institute of Water Research, for which you ask $2,800,000, and a special-purpose building at Denver at a cost of $1,100,000.

Now we will be glad to receive your explanation of the budget request.

Mr. Nolan. Thank you, sir.

It is my pleasure to again appear before this committee to discuss the programs of the Geological Survey and their relationship to our resource problems.

The budget estimates for 1963 propose increases largely for the purpose of expanding our capabilities in mapping and resources investigations. This expansion is necessary to keep pace with the increasing requirements that our expanding population imposes upon us and with the demand for scientific knowledge that is required to effectively develop and manage the country's natural resources.

Institute of Water Research

To provide the necessary knowledge for water resource development, the Geological Survey plans to establish an Institute of Water Research whose activities will be devoted entirely to research in water science.

The functions of the Institute will be concentrated on investigations of hydrologic principles, which have been severely limited in the past by other demands on our funds. Its establishment follows much careful review in the Department, the Budget Bureau, and Committees of the Federal Council for Science and Technology. I want to emphasize that the research activities of the Institute will relate to fundamental principles of water sciences with which the Geological Survey has long had primary concern and that these programs will not supplant work by other Federal agencies.

Raw Materials Research

Raw materials requirements will increase with our expanding population, and maintenance of our industrial economy requires intensified research activity in resource occurrence and discovery. Because of the long time required to develop mineral deposits and bring them into production and because discovery of new deposits is becoming progressively more difficulty, research in the factors that control the formation of workable deposits and in new techniques of discovery is urgently needed. We propose to undertake some of this urgently needed research with the increased funds requested in this budget.

Topographic Maps

Fundamental to innumerable present-day activities, including national defense, the search for and development of natural resources, urban development, and highway construction is the availability, accurate topographic maps. A sizable part of the increased funds we request for next fiscal year will go to increase our topographic map coverage and to update some of the older maps.

Oceanographic Research

Increased awareness of our ultimate resource requirements has focused the attention of the scientific community—in particular, the Interagency Committee on Oceanography—on oceanographic research, which has lagged far behind other research activities. As a result of this attention, the Geological Survey this year proposes a new program of research in marine geology and hydrology which will be an integrated part of the oceanographic research program of the Federal Government. Knowledge of geologic and hydrologic processes and of the resources of the oceanic areas will be acquired through

this program. We will commence this work largely through an extension of our onshore activities to estuarine, nearshore, and Continental Shelf areas, and will also cooperate with other agencies in some deep-sea studies, particularly, in the Aleutian Trench.

Oil and Gas Production on Continental Shelf

Oil and gas production and prospecting activities on the outer Continental Shelf have developed to the point where a considerable expansion of our supervisory staff is required. Much of the increase in our "conservation of lands and minerals" activity will be used for this staff and supporting services. We are also faced with the need for more personnel to handle the expanding responsibilities in mining lease supervision, in health and safety enforcement in uranium mines on Indian and acquired lands, and for investigations by the Federal Petroleum Board.

Replacement of Aircraft

Obsolescence of our present DC–3 aircraft and the need for greater load-carrying capacity have forced us to request funds for a replacement. The airplane is a necessary tool in our continuing research to develop and apply new airborne methods to search for ore deposits and to solve numerous geologic problems. Much success in these activities has been achieved by airborne geophysical surveys that are closely coordinated with field and laboratory geologic and geophysical studies. Our pioneering work beginning in 1943 in redesigning the Navy airborne submarine detector to make magnetic surveys led to the establishment of a commercial activity that is now of considerable importance. Our design and use of airborne radioactivity equipment undertaken in 1949 in cooperation with the Atomic Energy Commission similarly led to the development of another aspect of the airborne geophysics industry which was largely responsible for the discovery of adequate resources of much needed uranium. We have used the same equipment and techniques to map areas of radioactive fallout and lately to measure the background radiation that may be an important factor in the geographic distribution of certain diseases. Our continuing research in applying new methods such as infrared sensing and airborne gravity, which cannot be accomplished with the same facility by any other means, has been seriously hampered by the load restrictions of our present plane.

Office and Laboratory Facility in Washington Area

We are hopeful that this fiscal year will see the beginning of a solution to the major, long-standing problem of the Geological Survey: The lack of a suitable office and laboratory facility in the Washington area. We now carry on our activities in more than 20 separate buildings in the Washington area, in quarters largely designed for quite different uses than ours. We are convinced that greater efficiency and faster attainment of our goals would result from consolidation of our activities into a single facility, designed to fit our special needs.

Chairman HAYDEN. What is the prospect of obtaining that facility at the moment?

Mr. NOLAN. I hope it is looking up, sir. We had hoped in this year's budget to have an item that would provide for the procurement of a site and the preparation of plans for such a building. It is my understanding that when this reached the final budget stage, the Bureau of the Budget felt that since there had not been specific approval by the two committees on public buildings of the House and the Senate, the item should not be included. I believe there was some uncertainty as to whether this approval was specifically needed, since the facility could be considered a "special-purpose" building.

Chairman HAYDEN. This was to be within the District?

Mr. NOLAN. Yes; that was true of the authorization we had at one time under the lease-purchase system. Our hope is that it would not be in downtown Washington where we would have crowding; the environs of Washington would be better. At any rate the Bureau of the Budget, I believe, informed Secretary Udall that on approval of the proposal by the two congressional committees the Budget Bureau would submit, as an addition to the present bill or as a supplemental, the estimates for the preparation of plans and for the site. I am rather hopeful that this approval will be obtained.

Several years ago, you may remember, the House Public Works Committee approved this same building plan and the restriction as to location was imposed by the Senate committee. I am hoping that this year the committees will again give the item active consideration. We badly need the building.

GEOPHYSICAL PROSPECTING

Chairman HAYDEN. Your statement made reference to geophysical prospecting. I would like to know how long ago that became practical.

Mr. NOLAN. Geophysical prospecting in the broadest sense, that is, ground methods, began to be rather generally used about 1920. It was chiefly applied in the field of petroleum prospecting and initially largely used gravity methods.

Chairman HAYDEN. How about in metal mining?

Mr. NOLAN. In metal mining it was not very successful until after the last war. My opinion is that much of the present use of geophysical methods in metal mining was the result very largely of the pioneer work of the Geological Survey in applying some of the devices that were developed during the war to the problems of mineral prospecting.

Initially, through the airborne magnetometer, in particular, we were able to devise techniques for exploration for iron ores, which of course are magnetic. Application of this equipment was later broadened by research and experimentation to the search for nonmagnetic ores in certain structural conditions. The need to speed the search for uranium led us, working with the Atomic Energy Commission, to adapt Geiger counters and later, scintillation counters, to airborne methods. This, I think, is probably one of the major factors that led to the country's very successful search for uranium resources.

Just after the war we learned that the Norwegians had developed still another geophysical technique—electromagnetic prospecting—and we did some work with them. This was taken up and expanded

by some of the mining companies in cooperation with the geophysical companies, and led to a series of successful discoveries, particularly in Canada.

My own belief is that much more experimentation and the development of techniques is going to be required if we are to be able to discover new deposits that are not easily discovered by present methods. This is one of the reasons we have been anxious to acquire a plane that will permit us to do some experimental work with infrared sensing. This has been a development largely in the military area which now, I think, is applicable to some of our mineral problems.

Chairman HAYDEN. I asked that question because I recently visited some copper sites down near Tucson and evidently something had been done because apparently there was just desert soil.

GEOCHEMICAL WORK

Mr. NOLAN. A second development which has gone hand in hand with the geophysical prospecting is geochemical work. Beginning immediately after the war, the Geological Survey pioneered in the development of both methods and instrumentation for geochemical prospecting. Our own group developed most of the field tests, and methods of testing. The combination of geochemical prospecting and geophysical prospecting is now very widely used both in this country and abroad by most of the major mining companies. Some of the developments that are going on in the Department of Defense for military purposes are the subject of continuous review by the Survey and these methods may make our prospecting much more successful.

As a result of the VELA project, which was designed, as you know, for the detection of nuclear underground shots, our geophysical group by ground methods is working very closely with the ARPA people in the Department of Defense. As a result, we designed a mobile seismograph which can be truck installed and moved around the country. These are probably almost a whole order of magnitude more sensitive than any previous equipment.

It is my expectation that this, too, may be applied to the mining industry's search for new deposits.

Chairman HAYDEN. Thank you.

NATIONAL ATLAS

I note in the justifications that the Secretary of the Interior has approved the production of a national atlas, on which detailed planning to place the program into operation will take place during fiscal year 1963. Would you please describe the national atlas, and if possible, indicate what you expect it will cost?

Mr. NOLAN. I do have, sir, a statement for the record that I could put in about the national atlas. I would like to summarize it first.

Chairman HAYDEN. That will be placed in the record.

(The statement referred to follows:)

STATEMENT RE U.S. NATIONAL ATLAS

We have recently completed arrangements with the Library of Congress for the loan of Dr. Arch C. Gerlach, a well-known geographer in charge of the Map Division of the Library of Congress, to serve for at least 2 years as Director of

the Atlas project. We feel fortunate in having been able to obtain the services of such an unusually well-qualified person for this important post.

Within a short time, with the help of advisers from all sections of the country in each major field of atlas information, studies will be made to determine appropriate content, optimum sources of information, and most effective methods of presenting the data. At the same time, our staff will be intensively analyzing and comparing several recently completed national atlases, notably by Canada, U.S.S.R., Austria, Switzerland, and certain other countries.

Within a few months, we hope to embark on actual production operations. These will include research for source data; compilation of plates (maps, charts, statistics); drafting, engraving, typesetting; and publication (lithographic printing, binding, etc.). Tentative plans indicate that the first edition of the atlas will contain about 150 plates, which will show graphic and/or statistical data for about 30 general subjects, under the three broad divisions of physical, economic, and sociological information.

Based on the meager information available on costs of similar atlases produced by other countries, and assuming a first printing of 10,000 copies, the cost is being tentatively estimated at about $200,000 per year, for a few years, with perhaps 50 percent of this being recovered through sales to the public. However, if public response is as favorable as it has been in several other countries, as many as 100,000 or 200,000 copies may ultimately be published, with some increase in total funds required. In that case, because unit costs would be less, a larger share may be recoverable, depending on pricing and public sales.

RESPONSIBILITY FOR PLANNING ATLAS PROJECT

Mr. NOLAN. The United States is one of the very few of the major countries that does not have a national atlas. These present, in graphic form, the geographic, the historical, the economic patterns that can be shown by maps and accompanying data. Some work was begun in the National Academy of Sciences several years ago through a committee that was set up for the purpose of devising plans for such an atlas. About a year ago, through an exchange of correspondence between the Secretary of the Interior and the President of the Academy, the Geological Survey was asked to take over the responsibility for continuing the planning, and the bringing to completion, of such an atlas. Within the last month we have been fortunate enough to secure an unusually well qualified leader for the project, Dr. Arch C. Gerlach, who is in charge of the Map Division, Library of Congress. With the approval of the Librarian of Congress, he is being detailed to the Survey for 2 years, and is now actively engaged in completing the plans and getting organized for production operations.

ESTIMATED TOTAL COST

The very tentative estimates of costs that have been developed so far indicate that the total cost may be somewhere in the order of half a million dollars, to be distributed over a few years, with expenditures initially at about $200,000 a year. We expect that it will have a first printing of 10,000 copies, and anticipate that about half of the initial cost may be regained to the Treasury through sales to the public and other levels of government.

Chairman HAYDEN. There should be a good market for it.

Mr. NOLAN. From the experience of other countries, Dr. Gerlach is inclined to think we may ultimately have a distribution closer to 100,000 copies than 10,000 copies, in which case a larger part of the total cost might be recovered.

TOPOGRAPHIC COVERAGE OF UNITED STATES

Chairman HAYDEN. How much of the United States is now covered by adequate topographic maps and how much additional time do you estimate will be required in order to complete topographic mapping of the whole country?

Mr. NOLAN. Our current estimate of topographic coverage is approximately 61 percent of the area of the United States. About 20 percent is covered by the 7½-minute series at 1:24,000 scale, and about 34 percent by the 15-minute series at the mile-to-the-inch scale. About 7 percent of this coverage is not yet published in final form, but photo copies of the completed map drawings are available to those who have urgent need for the information. We have developed a plan which we have presented to the Budget Bureau to complete the initial complete countrywide coverage by 1976; and the request that we have before you this year is the first step in this plan. The plan also provides for considerably more effort to be devoted to the parallel need of map revision and maintenance, to bring up to date the most urgently needed of the maps that have become obsolete through the rapid economic development of so many parts of the country.

PHREATOPHYTE INVESTIGATION PROGRAM

Chairman HAYDEN. With regard to water resources investigations, in the supplemental appropriation bill for 1962 enacted just as Congress adjourned last September the Geological Survey was provided with $100,000 to study water savings through eradication of phreatophytes.

Please furnish for the committee a statement as to the progress which has been made to date with this appropriation and indicate whether the present budget presentation includes $200,000 which was estimated as the need for the second year.

Mr. NOLAN. It is my understanding that the present estimate does provide for a continuation of that work. I have a very brief statement with me as to the work which has been accomplished thus far which I will be glad to put in the record.

Chairman HAYDEN. You may insert that in the record at this point.

(The statement referred to follows:)

STATEMENT ON PHREATOPHYTE INVESTIGATION PROGRAM

Work is proceeding in accordance with the program outlined in the Survey's statement to the Appropriations subcommittee on August 24, 1961. There are no scientific findings to report at this time because the phase of the work now in progress consists largely of preparations for study, including selection of areas and procurement and installation of instruments. The San Carlos Irrigation District and the Bureau of Indian Affairs are assisting the Survey to obtain easements to lands that will be included in this study. The areas tentatively selected are in the vicinity of Calva and between Winkleman and Kelvin.

The Arizona Fish and Game Commission has requested that in water salvage operations a strip of land 200 feet wide on each side of any river be left in phreatophytes. To do this will complicate our study procedures. It seems imperative that the effects of the fish and game commission's demands be evaluated. This will require that clearing be done in two steps: First, removal of vegetation beyond the 200-foot strip on each side of the river. Second, after an observation period, removal from the 200-foot strip. This complication is important because, along many reaches of the river, the width of the phreatophyte growth averages less than 200 feet on each side.

Operations for this year will include selection of areas, obtaining easements, procurement of specialized equipment for measurement of soil moisture and of incoming and outgoing radiation, wind movement, ground water levels, and stream-gaging stations. The areas will be mapped by photographic methods and the density of vegetation will be determined in the same way.

The budget request for 1963 includes adequate funds for an expansion of the work scheduled for 1962. A precise estimate of what funds will actually be spent in fiscal year 1963 has not yet been made, but the program calls for an expenditure of about $200,000.

GROUND WATER STUDIES

Chairman HAYDEN. You also indicate in your presentation that the program of ground-water supply reconnaissance is to be accelerated during the coming fiscal year. Would you care to comment upon the extent of the planned acceleration?

Mr. NOLAN. The increase that is proposed for our work on ground water provides for an increase of $325,000 under the Federal appropriation and contemplates investigations of ground-water supplies combining studies of ground-water availability area by area, ground-water contamination, relations to surface streamflow, and collaterally a continuation and expansion of the network of observation wells. The proposal for the Institute of Water Research also contemplates additional study of ground-water problems. In this field there will be a very considerable increase, partly as a result of the transfer from current water resources investigation, plus the work to be done with the additional funds that will be provided for the institute. In connection with the institute we plan a considerably enlarged program of research on the principles that control the movement and behavior of ground water in the natural environment.

Chairman HAYDEN. I asked this question because it is of vital importance in Arizona where they take more water out of the ground than is being returned. We hope from a decision to be rendered by the Supreme Court of the United States to have access to the Colorado River which will help mitigate the situation, but whatever information you can develop with respect to underground water will be of tremendous importance to my area of the United States.

Mr. NOLAN. Actually, in some ways it is related to the management of the Colorado water. Because of their interrelationship, surface water and ground water should be managed together. For several years we have been trying to understand, better than we do now, the physical problems that arise when an effort is made to recharge ground water reservoirs through the use of surface water. Initially, I suspect many of us felt that this was simply a matter of getting enough intake wells and letting some of the excess surface water seep down into the underground reservoir.

The work we have been doing in a number of areas, initially in New York State, more recently rather extensively in the lower Mississippi River area and in California, indicates this is not by any means as simple a solution as it might be thought. There are a number of factors to be considered. In some instances, water will require treatment and preparation if this kind of a recharge is to be successful. Extension of this kind of research on artificial recharge is contemplated under the estimates that we are providing.

FUNDS FOR INSTITUTE OF WATER RESEARCH

Chairman HAYDEN. With regard to the Institute of Water Research you decided to establish this year with an initial appropriation of $2,800,000, will you indicate what you expect the future year costs to be?

Mr. NOLAN. We have some estimates which have not yet been finalized and I would be glad to put these tentative estimates into the record, if I might.

Chairman HAYDEN. That may be done.

(The estimates referred to follow:)

As was indicated in a statement submitted to the Federal Council for Science and Technology, dated November 28, 1961, the starting budget of $2,800,000 for fiscal year 1963 would include about $900,000, which would be transferred to the institute from the present program. The tentative estimate for the second year of operation would be $4,200,000. The budget would be increased in successive following years, perhaps reaching about $16,800,000 in the 10th year. (Note: These estimates do not include costs for special-purpose laboratories and equipment.)

ACTIVITIES TO BE TRANSFERRED TO INSTITUTE

Chairman HAYDEN. Identify by specific projects the regular activities proposed to be transferred in the amount of $900,000 to the Institute of Water Research. Show for each project the number and classification of the professional grade personnel and the funds required for each project.

Mr. NOLAN. I have that list here and will be glad to submit it.

Chairman HAYDEN. That may be inserted in the record.

(The list referred to follows:)

INSTITUTE OF WATER RESEARCH

Projects to be transferred from Federal program

Project	Geographic location	Professional personnel	Gross funds (thousands)
A. FUNDAMENTAL HYDROLOGIC PROCESSES AND PRINCIPLES			
1. Mechanics and physical laws which govern the infiltration and percolation of soil water and ground-water recharge; ground-water flow, dispersion and diffusion; fluid mechanics and physical responses of aquifers.	Laboratories in District of Columbia, Phoenix, Ariz., Denver, Colo., Arlington, Va.; research groups at University of Arizona in Tucson, Honolulu, Hawaii, Tallahassee, Fla., and Long Island, N.Y.	GS-14, 2; GS-13, 5; GS-12, 4; GS-11, 2; GA-9, 1.	$275.5
2. Hydromechanics of flow, dispersion, erosion, and sediment transport in surface streams. Special attention to the base flow of streams, interrelations between ground water and surface water, and the effects of dams and stream-channel modifications.	Laboratories and research groups at Phoenix, Ariz., Minneapolis, Minn., and Arlington, Va.	GS-13, 1; GS-11, 1; GS-7, 1.	46.7
3. Evaporation and transpiration processes and results. Special emphasis is on phreatophytes and phreatophyte problems in the Southwest, their use of water, the effectiveness of control and eradication measures, and water salvage possibilities.	Laboratories and field research units in Arizona, California, New Mexico, and Colorado.	GS-14, 2; GS-12, 4; GS-11, 3.	151.5
4. Chemical and geochemical phenomena in hydrologic environments. Emphasis is on fundamental processes, involving dissolved solids which are present in waters only in trace amounts; ion-exchange and its role in water quality; behavior of natural radio-nuclides, fission products, and chemical pollutants; isotopic composition of certain dissolved solids; and chemical weathering of rocks and soils.	Laboratories and research groups in California, Maryland, Massachusetts, Pennsylvania, Colorado, and Virginia.	GS-14, 1; GS-13, 5; GS-12, 5; GS-11, 4.	246.0
Subtotal, category A			719.7
B. WATER MANAGEMENT SUPPORT			
1. Clinical studies of specific water situations and water-management problems. Includes special aspects of operational projects, and analysis and interpretation by advanced methods of basic data for management purposes.	Arizona, California, Colorado, Utah, and Wyoming.	GS-15, 1; GS-12, 3; GS-7, 1.	85.0
2. Interplay effects of land use and cultural changes with ground-water recharge, surface runoff, erosion, and sediment transport and deposition.	Potomac River Basin	GS-12, 1	17.0
3. Chronology and mechanics of accumulation, growth, movement, and decay of glacier ice and snow in high-altitude watersheds.	Cascade Range, Wash	GS-12, 1; GS-11, 1.	37.4
Subtotal, category B			139.4
C. EDUCATION AND TRAINING			
1. Training at universities	Columbia University and New York University, N.Y.; University of Arizona; University of Florida; Harvard College; Stanford University; University of New Mexico; Penn State; Johns Hopkins University; California Institute of Technology; University of Michigan; University of Pittsburgh.		46.0
Total, all activities			905.1

PROPOSED NEW PROJECTS

Chairman HAYDEN. Please list the specific water research projects proposed for fiscal year 1963 that are not being accomplished in fiscal year 1962 showing the purpose of each investigation, the amount of money proposed for each investigation, the number and classification of the professional grade personnel to be assigned to each investigation.

Mr. NOLAN. I will be glad to put this into the record.

(The information referred to follows:)

Proposed new projects, fiscal year 1963

Project	Geographic location	Professional personnel	Gross funds (thousands)
A. SCIENTIFIC SUPPORT FOR WATER MANAGEMENT			
1. Studies of entire hydrologic basins, including urban-industrial complexes and their effects on erosion, sedimentation, streamflow, ground-water recharge, and water quality. Will use pilot areas in contrasting humid and arid regimes; possibilities for integrated management of surface water and ground water will be studied; electronic model and computer techniques will be applied to make systems analyses, making full use of basic data.	District of Columbia, Arizona, Colorado, and New Mexico.	GS-15, 3; GS-14, 6; GS-13, 4; GS-12, 2; GS-11, 3; GS-9, 5.	$365
2. Hydrologic aspects of ecological systems in prairie pothole environments and other aspects of wetlands problems.	Minnesota, North Dakota, and South Dakota.	GS-15, 1; GS-11, 1; GS-9, 2.	60
3. Develop basis and means for nationwide appraisal of ground water resources to put quantitative knowledge about ground water on a basis comparable to that for surface water.	Nationwide; headquartered in District of Columbia.	GS-14, 1; GS-13, 1; GS-11, 1.	50
4. Studies of problems of the arid zone, to develop broader and more incisive understanding of hydrology in arid climates in relation to agriculture, urban-industrial development, water conservation and use, recreation, and other purposes.	Southwestern States; Idaho	GS-13, 3; GS-9, 1.	65
Subtotal, category A			540
B. CLINICAL CASE STUDIES OF WATER SITUATIONS			
1. Analysis of history, current situation, trends, and probable future of water supplies, conservation and use. Will include areas where ground water is being depleted, as well as special situations, such as those in the Atlantic and Gulf Coastal Plains, where lithologic, stratigraphic, and geological structural controls of water are prominent.	Texas, New Mexico, Southeastern States.	GS-15, 1; GS-14, 2; GS-13, 2; GS-11, 2; GS-9, 3.	150
2. Hydrology of fractured, fissured, and cavernous rock aquifers with special attention to the peculiarities of hydraulic and hydrologic phenomena, especially as related to behavior of water contaminates by dispersion, natural purification, and other processes.	Idaho, Ohio	GS-15, 1; GS-14, 1; GS-13, 2; GS-11, 1; GS-9, 2.	100
3. Thermal degradation of water by industrial and cooling use; diffusion and dissipation of heat; thermal gradients in streams, lakes, and reservoirs; effect of heat on aquatic organisms and on recreational use of water.	Kentucky, Ohio, and West Virginia.	GS-13, 1; GS-12, 2.	60
Subtotal, category B			310

Proposed new projects, fiscal year 1963—Continued

Project	Geographic location	Professional personnel	Gross funds (thousands)
C. CHEMICAL PROPERTIES OF WATER AND GEOCHEMICAL PROCESSES			
1. Determinations of the nature, causes, and effects of the chemical evolution of water in its passage through the hydrologic cycle and use cycles. Special attention to areas where there are unusual concentrations of undesirable dissolved materials such as salt and compounds of sulfur, nitrogen, phosphorus, and others.	District of Columbia, Texas, and Oklahoma.	GS-14, 1; GS-13, 2; GS-11, 1; GS-9, 1.	$75
2. Stratigraphic, structural, and mineralogic controls of ground water in specific environments; chemical processes and causes of chemical alteration and degradation of quality; use of mathematical models for difficult concepts and complex situations.	Colorado, Utah, and Wyoming.	GS-14, 2; GS-13, 1; GS-11, 2; GS-9, 1.	105
Subtotal, category C			180
D. GEOMORPHIC AND HYDRAULIC PROCESSES			
1. Physical and dynamic processes whereby landscapes are formed and altered and whereby stream channels and river systems evolve. Special attention to stream discharge (including storm runoff, channel shapes, channel slopes, and sediment load).	Colorado, New Mexico	GS-14, 1; GS-11, 3.	60
2. Study of large rivers to determine relations between turbulence and sediment transport and between flow characteristics and dispersion of sediment and dissolved solids. Will include laboratory-model studies.	Various States where suitable reaches of river.	GS-15, 1; GS-14, 3; GS-11, 6.	145
Subtotal, category D			205
E. LAKE HYDROLOGY			
1. Analysis of roles of lakes and reservoirs in stream and ground-water regimens; significance of lakes in the national hydrologic budget; function of lakes in relation to absorption and dilution of contaminants.	Nationwide	GS-13, 1; GS-11, 1.	30
2. Analysis of distinctive characteristics of lakes in various environments and processes and stages in their evolution.	Oregon	GS-15, 1; GS-14, 1.	60
Subtotal, category E			90
F. RESEARCH SUPPORT			
(Expenditures which support all activities but are not specifically chargeable to each separately)			
Specialized in-house recruiting, training, and education of Institute personnel; research by employees assigned to work at universities.	Nationwide	GS-15, 2; GS-13, 2; GS-11, 14.	200
2. Specialized equipment, purchase of computer time, and related activities.	District of Columbia	GS-15, 2; GS-14, 1; GS-11, 5.	100
3. Printing and binding, dissemination of information.	do	GS-15, 1; GS-14, 1; GS-11, 7.	145
4. Additional support to projects transferred from Federal program which currently are underfinanced and underequipped.	Nationwide	GS-15, 3; GS-14, 1; GS-11, 6.	130
Subtotal, category F			575
Total, all activities			1,900

AVOIDANCE OF DUPLICATION OF ACTIVITIES

Chairman HAYDEN. Will you describe the measures taken to assure that projects proposed to be done in the Institute of Water Research do not duplicate or conflict with the water research programs of other Federal departments such as the Department of Agriculture and the Department of Health, Education, and Welfare.

Mr. NOLAN. We not only plan to avoid duplication insofar s we can in that respect ourselves but a mechanism has been established under the Federal Council of Science and Technology which will help to assure that undesirable duplication does not occur. This is a panel, or a subcommittee, of the Federal Council composed of representatives of each of the agencies engaged in water research. They are charged with the responsibility of reviewing each year, prior to the budget consideration of the estimate for water research, the programs of each of the agencies and to report to the Budget Bureau on duplications, inadequacies and the like. I believe this will be an effective mechanism.

COLLABORATION WITH COLLEGES AND INSTITUTIONS

Chairman HAYDEN. Yes. You contemplate collaboration during fiscal year 1963 with universities, colleges, and other non-Federal research institutions concerned with water resources research?

Mr. NOLAN. Yes, sir; as well as with other Federal agencies.

Chairman HAYDEN. Include in the record what you plan to do there.

Mr. NOLAN. Yes, sir; I shall.

Chairman HAYDEN. List for the committee the locations at which each of the proposed investigations will be taken and include for each of them the number and grade of professional personnel to be utilized, if you can. Can you do that?

Mr. NOLAN. I believe that information is included in the two tables that I have already given to you.

WATER UTILIZATION AND CONSERVATION

Chairman HAYDEN. Very well. Now for each of the principal research investigations contemplated, will you explain its relation to water utilization and conservation purposes?

Mr. NOLAN. I have a statement for that which I will be glad to put in and I also have a short statement in answer to your two previous questions which I would like to put into the record, too.

Chairman HAYDEN. That may be done.

(The material referred to follows:)

STATEMENT ON POTENTIAL DUPLICATION OR CONFLICT

Research by the Water Resources Division is aimed to enable the Nation to achieve more complete use and benefit from its water resources. All present and proposed research is germane to traditional responsibilities of the Geological Survey, supports activities of other agencies in the Department of the Interior, and supports work of other Federal agencies at their request.

The Geological Survey is represented on the Subcommittee on Hydrology and Sedimentation of the Federal Inter-Agency River Basin Committee, and on other interagency committees whose members exchange information about their agency programs.

The Subcommittee on Water Research of the Federal Council for Science and Technology reviews the water-research programs of all Federal agencies on behalf of the Bureau of the Budget. Proposed activities of the Water Resources Division in fiscal year 1963 have been reviewed by the subcommittee and by it in turn with the Bureau of the Budget. In addition, the Federal Council has reviewed proposals for the Institute for Water Research.

The Survey publishes reports on its research projects and makes frequent public announcements about its activities. Government circles and the scientific community are adequately informed about our activities. We try to keep informed about the activities of others and to avoid duplication. Actually, there is little potential duplication because Survey scientists concern themselves with basic data and with fundamental principles and processes, not with action programs or development projects.

Collaboration with Universities and Colleges

The collaboration between universities, colleges, and non-Federal research institutions expected in fiscal year 1963 will take three forms. The first is to assign a limited number of experienced, well-qualified employees to graduate study at universities in accordance with provisions of the training act. The second will be to utilize faculty members of universities and colleges on a when actually employed basis, to do research on projects of interest to the Survey. The third will be to provide part-time employment for graduate students having research capabilities, to screen them for subsequent full-time employment and simultaneously increase their potential value to the Geological Survey. These students also will be employed on a WAE basis. They will be paid, at rates established under civil-service regulations, for work actually done in the collection and analysis of data and the writing of research reports that are of interest to the Survey.

Part-time employment will be offered to faculty members whose special interests and competence are along lines which are of interest and importance to the Survey. This WAE employment of faculty members not only permits the Survey to utilize the special skills and experience of such individuals but also frequently leads to the recruitment of promising students as assistants to the faculty member.

Relation of Research Projects to Water Utilization and Conservation

FUNDAMENTAL HYDROLOGIC PROCESSES AND PRINCIPLES

This project includes activities which are related to principal aspects of the behavior of water in the physical environment. In order for water to be used and conserved to optimum advantage, it is necessary to do something about it (exercise some management) in each of its physical states: solid (ice), liquid, and gaseous (vapor); in each of its environments: in the air, on the land surface (lakes, rivers, swamps, the sea), and in the ground (underground water); in each of its modes of action: evapotranspiration, precipitation, streamflow, infiltration and percolation, ground-water underflow, and ground-water discharge; and in terms of its principal effects: erosion, sediment transportation, sediment deposition, and chemical solution, dispersion, and precipitation.

Water in all its forms has the same properties when it is managed and used as it does when it is free to behave in a natural manner. Understanding of principles and processes therefore is essential to management for conservation and use.

SCIENTIFIC SUPPORT OF WATER MANAGEMENT

Work to support water management consists, in a general sense, of studies that will lead to continual improvement in understanding of the interplay of water, the physical environment, and the activities of man. This understanding should, in turn, lead to development of plans that will achieve maximum con servation and use of available surface-water and ground-water supplies. For example, studies of whole basins in the field and by means of analog models would assist determination of the optimum distribution and rate of withdrawals from ground-water and surface-water sources and of the desirable extent of ground-water recharge, surface storage, and reuse which are required for each kind of environment. The research also will help the matching of available water qualities with use requirements throughout large geologic areas.

Water management should be based on consideration of all the implications of various management alternatives, including beneficial and nonbeneficial side effects. Recognition and consideration of total environments and total effects is the only means for assuring full use and conservation of water resources with minimal damage to their quality.

CLINICAL CASE STUDIES

Case studies of existing situations would include descriptive analysis of the preexistent natural situations, the developments that have been imposed on them, and the effects of these developments as expressed in current situations. The information would be used to elucidate principles of hydrology and their significance in water management.

For example, study of the heat balance in the vicinity of industrial plants would aid the development of means for predicting thermal die-away patterns in surface streams and ground water which have received single or multiple injections of warm waste water. Chemical and radiometric studies would aid prediction of dispersion, diffusion, and other phenomena in the vicinity of waste-discharge points.

Prediction of consequences is a principal requisite to full use and conservation of water under various management alternatives.

CHEMICAL PROPERTIES OF WATER AND GEOCHEMICAL PROCESSES

It is necessary to determine the effects of various kinds of soils and rocks on the chemical quality of water during the processes of infiltration, percolation, and capillary movement. One kind of study, for example, would include the quality changes from the locus of precipitation to the ground-water zone and back to the soil zone. Other studies would concern interactions between artificially recharged water (including industrial wastes) and natural rocks and water in the recharge zone. Emphasis would be on quality effects of natural biological, physical, and chemical processes such as adsorption, ion exchange, chemical precipitation, and bacterial conversions of organic and mineral components. The findings would have important bearings on the use and conservation of water supplies. For example, they would aid prediction of iron-complexing reactions and consequent iron contamination of ground-water aquifers during recharge operations. They would show the ability or lack of ability of soils and rocks to neutralize acid wastes and to filter, exchange, or adsorb dissolved solids from waste water.

Geochemical research in the behavior of elements which are dissolved in water in only minor amounts would aid study of the travel of solutes from ground water to soils, to streamside vegetation, to aquatic organisms, to bottom sediments, and so on through the hydrologic cycle. Information about mineralogic changes in clays and other minerals during weathering and stream transportation would lead to better understanding of the sources and behavior of minerals that affect the quality of water.

LAKE HYDROLOGY

Large lakes on the North American continent contain nearly a fourth of all the fresh water in the world. Lakes thus have a prominent role in the water cycle, but knowledge of this role is very deficient. Knowledge about reservoirs (artificial lakes) is almost equally poor. Better understanding of lakes and lake hydrology is potentially a very large contribution to enhanced use and conservation of water.

An example is the so-called aging of lakes. "Aging" is the physical, chemical, and biological processes which occur during the history of a lake. Knowledge of these processes will permit determination of the history and present stage of development of individual lakes and prediction of their future development. Understanding of these processes should ease the task of controlling them so as to minimize undesirable effects and to enhance desirable ones. An example is the study of interrelations between the dissolved mineral content of lake waters, their sediment load, biological responses to and effects on these factors, and the chemical evolution of their waters.

GEOMORPHIC AND HYDRAULIC PROCESSES

Work in this project would be aimed initially to classify stream channels on the basis of geologic and environmental factors in relation to physical characteristics of streams. Influence of streamflow, nature of bank material, width and depth

of stream, and direction of flow are factors to be considered. The study is closely related to conservation and use of water. For example, construction of reservoirs invariably changes the characteristics of downstream flow, including channel erosion, sediment movement, and other characteristics which affect the use and conservation of water.

Purpose of the work is to explain principles and processes of channel erosion and of sediment transportation, dispersion, and deposition. The explanations, which are expressed as natural laws and mathematical concepts, can be used to predict changes in the water courses and watersheds which may be induced by river developments and by agricultural, industrial, urban, and other activities. Knowledge of this sort will aid improvement in methods of development and of controls to minimize undesirable effects, thus contributing to conservation and more effective use of land and water resources, to protection of water quality from degradation, and to control of watershed and channel erosion.

LEGAL AUTHORITY FOR ESTABLISHING THE INSTITUTE OF WATER RESEARCH

(Except from letter of Feb. 15, 1962, from Secretary Udall to Mr. Aspinall, chairman of the House Committee on Interior and Insular Affairs)

"Regarding your question as to the authority for establishing the Institute, I am advised by the Solicitor that inasmuch as the functions and programs planned for the proposed Institute of Water Research would merely emphasize and expand basic research activities presently carried on within the Department of the Interior under existing authority, in his opinion special legislative authority would not be required for its establishment. Further, the authority of the Secretary to create and assign a name to a specific organizational unit within the Geological Survey to carry out these functions and programs is based upon the broad powers of the Secretary of the Interior under Reorganization Plan No. 3 of 1950, and the authority of the Secretary as head of the Department charged with the performance of various functions. The Secretary's general authority in this regard is discussed in Solicitors Opinion M-35024 of January 23, 1948 (Decisions of the Department of the Interior, 60 I.D. 111)."

LOCATION OF ACTIVITIES

Chairman HAYDEN. Any questions, Senator McGee?

Senator McGEE. Yes, Mr. Chairman.

Now, I am getting in on the tail end of this thing and perhaps you have already said where this is going to be located?

Mr. NOLAN. Do you mean the activities of the Institute of Water Research?

Senator McGEE. Yes.

Mr. NOLAN. That will be carried on through our field offices over most of the country. There will be a headquarters or administrative center for the work in Washington initially. Before you came in we were talking about our plans or hopes for a new building which would provide laboratory facilities here in Washington for many of the activities to be carried out, in addition to the laboratory facilities which we now have, particularly at Denver and at Menlo Park in California. There are smaller laboratories and offices in other parts of the country where work of this sort would be carried on, among others Worland. I think Worland has been identified as one of the areas in which we would be doing some of the work.

Senator McGEE. How much would be there?

Mr. NOLAN. I would have to look into this tabular material, but I think it is in there.

Senator McGEE. I would like to have that, if I might, when it is convenient.

That is all, Mr. Chairman.

AIRCRAFT FOR AERIAL SURVEYS

Chairman HAYDEN. Objection has been registered with the committee to your purchase of an aircraft to perform aerial surveys, for which you have budgeted $150,000. In addition, it will be necessary to place required technical equipment in the aircraft. Are private companies equipped to do the needed work?

Mr. NOLAN. As I mentioned in my initial statement and also in our discussion about our work in the field of geophysics, the primary interest of the Survey is not in carrying out routine aerial surveys, or in specific searches such as the kind that mining companies themselves make. Our interest is in the development of new methods, the application of new techniques; and, in order to achieve this, I personally feel that it is essential that the equipment be part of the everyday working machinery of the Geological Survey. We regard the plane not as a device to carry out the routine surveys or the exploration searches that are of interest to the mining companies and that are normally and extensively carried out by private groups, but as essentially a laboratory in which we can experiment with the new equipment that is being devised and that is thus made available, through publication, to private industry.

Chairman HAYDEN. Well, could private enterprise supply that? Is it available to you at the times you would require it?

Mr. NOLAN. In our experience I don't think there are any that could carry out the close correlation of airborne surveys and field and laboratory research that is necessary to design and test the new equipment and methods which would be applicable in a variety of geologic environments.

Chairman HAYDEN. Can they perform the work at a lesser cost than you can?

Mr. NOLAN. Again, in our experience, they cannot; no, sir.

Chairman HAYDEN. In this connection I will place in the record a letter from Mr. George Strawbridge, president of the Aero Service Corp. of Philadelphia.

(The letter referred to follows:)

AERO SERVICE CORP.,
Philadelphia, Pa., February 27, 1962.

Re: Senate Interior Appropriations Committee, objection to U.S. Geological Survey budget item "Purchase of replacement aircraft."

Hon. CARL HAYDEN,
U.S. Senator, Chairman, Senate Appropriations Committee, Chairman, Subcommittee for Interior Appropriations, Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: Aero Service Corp., of Philadelphia, Pa., a wholly owned subsidiary of Litton Industries of Beverly Hills, Calif., wishes to register objection to the U.S. Geological Survey budget item "Purchase of a replacement aircraft." Under this item the U.S. Geological Survey requests an estimated gross cost of $200,000 for purchase of one aircraft less an exchange value of about $50,000 for the present two aircraft now retained by the U.S. Geological Survey to be applied as trade-ins. This will result in a net budget increase of $150,000 for this item in the U.S. Geological Survey fiscal year 1963 budget.

Aero Service Corp. objects to this appropriation on the following grounds:

1. This budget request should not be granted because private aerial survey companies maintain a complete capability for airborne geophysical surveys and feel that the U.S. Geological Survey airborne geophysical capability represents Federal Government competition in this field.

2. We further maintain that private aerial survey companies like ourselves have up-dated and modernized the techniques of airborne geophysical surveys to maintain a sophisticated capability. The profit margin, so vitally required to conduct

private enterprise research in airborne geophysics, cannot continue if the U.S. Geological Survey or other Federal Government agencies are permitted to conduct their own geophysical surveys.

3. The U.S. Geological Survey has a very proper and constructive role in research for airborne geophysical techniques. However, aerial survey flight testing in connection with these research programs should and can be carried out by the private consulting aerial survey firms of the United States.

4. Initially, the U.S. Geological Survey had a mandate to conduct research airborne geophysical surveys, and instead this has largely been replaced by routine production airborne geophysical surveys which is the proper area of the private aerial survey company. The most recent example of this is the State of Iowa, whereby Aero Service Corp. and another aerial survey contractor went to the trouble of making specific proposals to the Geological Survey of Iowa at their own expense to conduct airborne geophysical surveys. However, the program is now being performed by the U.S. Geological Survey airborne geophysical group in direct competition with our services.

For several years there has been a Federal match-money arrangement with various States to perform airborne geophysical services. We are definitely in agreement with this program but feel that these surveys, since they are routine production airborne geophysical programs, should definitely be conducted by a private aerial survey consultant rather than the U.S. Geological Survey.

5. Acquiring additional capacity to perform airborne geophysical surveys is not warranted by the U.S. Geological Survey since there is more than enough unused commercial capacity available in the United States. The airborne geophysical contractors in the United States must depend on foreign sources for at least 80 percent of their annual volume. This condition has arisen out of the twofold situation whereby (*a*) there is a depression in the mining industry which cuts down on the amount of airborne exploration carried out by private companies, and (*b*) the fact that most domestic airborne geophysical surveys are now carried out by the U.S. Geological Survey in competition with the private aerial survey industry.

6. Assuming that maintaining the existence of a private industry capability for export is of interest to the United States, it would follow, then, that it is in the interest of the Government to have these American companies perform whatever domestic surveys are anticipated by the Federal Government.

7. In addition to the moneys requested for acquisition of a new aircraft, additional expenditures will ultimately be required to equip this aircraft with newer geophysical survey equipment and ancillary electronic gear for navigation. All or most of these items already exist within the commercial capacity of private aerial survey companies in the United States and would be duplicated by providing this equipment to the U.S. Geological Survey.

8. A further objection to U.S. Geological Survey participation in the field of airborne geophysical surveys is that completion and publication of geophysical maps for the public good is severely delayed. Backlogs exist where aerial surveys were performed by the U.S. Geological Survey over 1 year ago and the maps have not yet been provided to the public for prospecting purposes. This would not be possible by private aerial survey consultants since their contracts would limit them usually to a 2- to no more than 5-month lag between flying time and publication of final maps.

9. Finally, parallel cases can be drawn with Great Britain and Canada. Both of these countries have embarked upon large-scale inventory of their natural resources through airborne geophysical services. In both countries they have abandoned the use of a Federal-controlled airborne geophysical capability in favor of performing these programs by private aerial survey contractors, not only because the cost was lower but because of the moral issue involved of Federal intervention in an existing private aerial survey capacity.

We would appreciate it if these remarks would be entered in the record of testimony and we respectfully request the opportunity to testify in further detail.

Sincerely,

AERO SERVICE CORPORATION,
GEORGE STRAWBRIDGE, *President.*

ROUTINE SURVEYS BY PRIVATE INDUSTRY

Mr. NOLAN. Mr. Chairman, I would like, if I might, to make one additional comment on that. As an example of the policies which I feel we have followed and will continue to follow, several years

ago the Atomic Energy Commission asked us to use one of our planes to carry out some airborne surveys of air radioactivity over some of their facilities; in fact they assisted us in getting the plane which is now being cannibalized. We devised the methods and techniques by which this could be done and carried to completion surveys over some of their plants. We proposed that the rest of the work be done by private industry. To the best of my knowledge this is now being continued on a routine basis by industry itself. This is a policy that I expect we will continue to follow.

(The following additional statement was submitted:)

The various points raised by the Aero Service letter are discussed in order in the following paragraphs, keyed by numbers to the numbered paragraphs of the Aero Service letter:

1 and 2. The private companies referred to are engaged in the production of geophysical maps that are then turned over to users. These maps are produced to certain contract specifications as to area, height, and spacing of flights, tolerance, etc. These surveys can be executed without regard to most conditions other than those which affect the actual flying.

In contrast to this, the Geological Survey is engaged primarily in integrated geological-geophysical surveys, mostly of relatively small areas. Spacing of flight lines, heights, etc., are tailored to the needs of the geological problem being studied and considerable flexibility in flight schedules is required. Test lines may need to be flown to determine the best way to get the desired information. The geologist working on the ground may be consulted at all stages of the operation, and often fly aboard the plane. They help to interpret the geophysical data as it is obtained, and participate in decisions that may alter preliminary flight plans. It is difficult to write this kind of minute-by-minute control and flexibility into contracts for routine surveys, except at considerable extra cost. Once a contract is let, its execution is in the hands of the contractor, and it is difficult to seriously change or cut off a survey.

3. In research for airborne geophysical techniques, minute-by-minute control by the users of the test results is even more important than in investigations in support of ground geological surveys. More flexibility and room for experimentation is required than can be obtained on a contract basis. If the geophysicists engaged in the development of the techniques do not participate actively in the data gathering process, their interpretations are always subject to question.

4. The Geological Survey is in full agreement with the principle that routine production airborne geophysical surveys is the proper area of the private aerial survey company, and has no desire to compete in this field. Numerous opportunities to undertake surveys of this nature in cooperation with States have been refused. The Geological Survey has also followed a consistent hands-off policy with respect to the large petroleum basins, since these can be profitably surveyed geophysically on a more or less routine basis. The survey being conducted in cooperation with the State of Iowa is exceptional, and was undertaken for the following special reason: The area of the survey covers part of the most prominent gravity high in the United States, extending southwest from the Lake Superior region. Integration of magnetic and gravity data were needed for an interpretation of the basement rocks in this area, both to support studies of the rocks in the Lake Superior region and to provide material for a basement rock map of the United States, to which the Geological Survey is contributing.

5. The aircraft requested does not represent appreciable additional capacity in terms of flight-miles per year, but is simply a replacement of existing capacity. It would not, therefore, represent an inroad into work that might be undertaken by unused commercial capacity. The added lift capacity that would be provided by the plane requested would merely increase safety and permit the use of more sophisticated geophysical equipment than that which the present plane carries.

The Geological Survey does not have accurate figures for the actual amount of surveys conducted by private companies in the United States, because the results of private surveys are seldom made public, but the statement that "most domestic airborne geophysical surveys are now carried out by the Geological Survey," does not appear reasonable.

6. A complete aeromagnetic and aeroradiological survey of the United States, or large segments thereof, would be more useful to the Geological Survey than to any other single organization, since it is charged with the responsibility for

preparing geologic maps of the United States. Only private companies have the capacity to execute such a survey, and the U.S. Geological Survey would be happy to see it executed. It would not take the place of many of the special-purpose geophysical studies now executed by the Geological Survey, but would unquestionably make them more effective.

7. The assertion that equipment installed in a Geological Survey aircraft would duplicate items existing within the commercial capacity of private companies is not a valid argument against Survey use of such equipment. Most Government laboratories and agencies have equipment that is also found in private companies. The study of geology has made enormous strides in the last few decades, very largely because new devices have become available that increase the Survey's ability to measure and interpret earth materials. The proposal of the Aero Service Corp. would seem to deny the principal geologic agency of the United States the use of the most modern tools available, simply because private companies use them also.

8. The statement that completion and publication of geophysical maps by the U.S. Geological Survey is severely delayed is not really valid. The products of many Survey investigations are integrated geological-geophysical reports, which naturally take longer to publish than an almost mechanically produced geophysical map. Where maps have been required in advance of publication for use in prospecting, they have been furnished promptly through open file. Great strides have likewise been made in speeding preparation of more formal reports.

9. The Canadian Geological Survey has not abandoned the use of a Federal-controlled airborne geophysical capability in favor of performing these programs by private aerial-survey contractors. They have, it is true, contracted for routine production surveys on a very large scale, but they have also maintained their own capability. Capacity, not cost or the moral issue of Federal intervention, was the reason for this choice. The experience of the Canadian survey proved to their own satisfaction that they could operate more cheaply than the companies. They have maintained their own capacity primarily to remain active in the field so that they could properly supervise the execution of the contracts.

LABORATORY AT DENVER, COLO.

Chairman HAYDEN. With regard to the special-purpose laboratory building at Denver, is $1,100,000 to be the full cost?

Mr. NOLAN. It represents the full cost of construction of the building.

Chairman HAYDEN. That might answer what I was going to ask next. How about the equipment?

Mr. NOLAN. I have here, incidentally, the breakdown of that $1,100,000, which provides for the mechanical and electrical work and it includes the basic laboratory equipment such as hoods, chemical sinks, tables, et cetera, and if I may, I will put that in the record.

Chairman HAYDEN. That may be inserted in the record at this point.

(The material referred to follows:)

Nuclear research building, Federal Center, Denver

Preliminary estimates:	
General contractor (structural and architectural)	$356,000
Mechanical (heating, air conditioning, plumbing)	300,000
Electrical work	154,000
Basic laboratory equipment: Hoods, chemical sinks, tables, etc	120,000
Pneumatic tube system	8,000
Contingent	47,000
Administrative and engineering	108,000
Total	1,093,000

These estimates were worked out with GSA in Denver in May 1961.

COST OF ACTIVATOR

Mr. NOLAN. Mr. Chairman, that breakdown does not include the cost of some of the specialized equipment. The estimates that we have received so far on the cost of the activator, which is the most elaborate single piece of equipment, indicate that it will cost somewhere in the neighborhood of $50,000 which it is our intention to meet out of regularly appropriated funds.

Chairman HAYDEN. Do you have any further questions, Senator McGee?

Senator MCGEE. Yes, I have one or two other questions.

Chairman HAYDEN. You may proceed.

PROGRAMS IN ROCKY MOUNTAIN AREA

Senator MCGEE. A year ago, when you were here, you may recall the conversation we had on getting some additional programs going in the Rocky Mountain area.

Mr. NOLAN. That is right.

Senator MCGEE. That was in geological work and minerals and at the time you submitted a statement for the record that suggested that if you had the money or had the budget included the money a total of $835,000 could have been usefully put to work in the nature of ore exploration, new mineral exploration techniques and geological and topographic maps, which are desperately needed and still lacking, properties of rocks and temperature measurements and implementations to deal with prospecting studies. My question to you is whether there has been an attempt, in your new budget requests, to point toward these programs that you spelled out for me.

Mr. NOLAN. Yes, sir. We have specifically identified the same kinds of activities in the requests for increases for this coming year in the geological program proposal. We have asked for a total increase of $1.6 million for the work on geological and mineral resources. That has been broken down into three items: $450,000 which is proposed for field and laboratory research in economic geology. This work would, to a considerable extent, be carried out in the mining regions of the West and in the laboratories that we have at Denver; $250,000 is proposed for field and laboratory research in regional geology, but this includes the $150,000 for the plane and for some increase in geological mapping in Kentucky. The major element of the increase, $900,000, for field and laboratory research in experimental geology, is almost wholly of the type of fundamental research in problems of ore formation and ore deposition that we discussed in the hearings last year. It is designed to give us a better understanding of the conditions under which ore deposits are formed and of the methods by which they may be searched for.

Senator MCGEE. As to the $900,000 you referred to for experimental geology research, its principal focus would be in the Rocky Mountain area or would this be nationwide?

Mr. NOLAN. It is designed primarily for a nationwide research in experimental geology rather than to be applied in a particular area. The work, however, would to a large extent be carried out in our major facility in Denver. Menlo Park has fewer laboratory facilities but may be used. The proposal for a special purpose building at

Denver will be for a building specifically designed to carry out research using some of the new nuclear methods. This building is essential, because of the need to provide adequate safety in the utilization of nuclear materials.

Senator McGee. What about the mapping operation? You mentioned a moment ago that some of the money would go into a plane and that some of this program is to be concentrated in Kentucky.

GEOLOGIC MAPPING IN WESTERN STATES

Mr. Nolan. Of the increase of $250,000, $100,000 was for straight geological mapping in Kentucky. That is a relatively small part of the total estimate for regional geology, which is the item under which we do most of our geologic mapping. The estimate for fiscal year 1963 for field and laboratory research in regional geology for the whole country is $6,923,000. As you know, a very large part of the geologic mapping is carried out in the Western States.

Senator McGee. That is why I wanted to ask, in pinpointed fashion in view of the background that was submitted for this last year, if you could tell me how much of that was going into this rather substantial area in the Rocky Mountains where the need for this seemed to be particular acute. Your specification there a year ago was, to quote your language, "for the Rocky Mountain area alone, an additional increase of $400,000 would make possible the acceleration of geological mapping."

Mr. Nolan. As I mentioned earlier, the increase of $450,000 is for field and laboratory research in economic geology, item (a) on our justifications. It also will provide for an increase in the rate of geologic mapping in the Rocky Mountain region. I would like, if I may, since I do not have a breakdown of where these two sums, $3,837,000 for field and laboratory research in economic geology and $6,923,000 for similar work in regional geology with me, I would like to provide for the record how much of that would be in the Rocky Mountains.

Senator McGee. I would appreciate that if that would be put in the record and the reason I press it at all is to have it take on some meaning for me. The vernacular of the professional geologist sometimes escapes my comprehension, but I do think I understand the terms in which we talked about this last year and if I could get the breakdown on the relationship of the proportion that is going to be devoted to obtain these goals we have been talking about, I will have a better chance to evaluate the assault you are making on this.

Mr. Nolan. I am reminded I neglected to mention another item under which geologic mapping will be done and which is also largely concentrated in the Rocky Mountain region. It is under the item of "Conservation of lands and minerals," and is shown on page GS-56 of the justifications. It will provide, to a considerable degree, for geological mapping in the Rocky Mountain States, and other public land, to improve our knowledge of the distribution of leasable substances such as coal, phosphate, and oil and gas for purposes of the mineral classification of the public lands.

Senator McGee. Might I have that breakdown, and please have those breakdowns grouped to indicate any overlapping programs which may be separate in the budget request but still apply in the same general area, so that we can get the total picture. I would be very appreciative of that.

Mr. NOLAN. We will be glad to do that.

Senator MCGEE. That is all I have, Mr. Chairman.

(The information referred to follows:)

The three subactivities carried on under "Geological and mineral resources surveys and mapping," with corresponding estimates for 1963 are: (a) Field and laboratory research in economic geology, $3,837,000; (b) field and laboratory research in regional geology, $6,923,000; (c) field and laboratory research in experimental geology, $4,260,000. Of these amounts, the approximate amounts for the Rocky Mountain region are: (*a*) $1,200,000, (*b*) $1,600,000, and (*c*) $500,000.

The subactivity ($843,000) for mineral classification, under the activity "Conservation of lands and minerals," provides for approximately $500,000 for geologic mapping, including standard classification for leasable minerals in the Rocky Mountain region. In regard to topographic mapping, approximately $4,230,000 are to be available for this work in the Rocky Mountain region, out of a total of $19,500,000 for this activity.

PROGRAMS IN UTAH

STATEMENT OF HON. FRANK E. MOSS, A UNITED STATES SENATOR FROM THE STATE OF UTAH

GENERAL STATEMENT

Chairman HAYDEN. Senator Moss, we will be glad to hear any statement you wish to make.

Senator MOSS. Thank you, Mr. Chairman.

It is always a pleasure to appear before this committee because I know that in its distinguished chairman and its members we have some of the most dedicated and knowledgeable conservationists of the country. I am confident that I am speaking to colleagues who are as interested as I in realistic appropriations for the preservation and development of our resource heritage. I will, therefore, be as brief as possible.

First, may I say that I was gratified, as I know you were, to note that the fiscal 1963 appropriations requested for the Interior Department activities to be considered by this committee, total $600,004,000, an increase of $110,503,000 over the amounts appropriated for the fiscal year 1962. Similarly, the budget request for the Forest Service is up $24,136,000 over last year's request, for a total of $222,900,000.

This indicates to me that the Kennedy administration, despite the terrible pressures of national security and the space race, realizes that proper resource management is a sound investment, and continues to support and advance it. This is most satisfying to those of us from the West, where proper resource management and conservation are absolutely essential to our economic well-being.

Because I am requesting three amendments, I will discuss them first:

1. I ask that $20,000 be written into the Forest Service appropriations for the purchase of surface rights on patented mining claims interspersed with Uinta National Forest Service lands in the upper American Fork watershed in Utah County, Utah.

2. I ask that $900,000 be added to the Forest Service research budget for the construction of a forest watershed research laboratory at the Utah State University in Logan, Utah.

3. I ask that $105,000 be made available to the Fish and Wildlife Service to repair the 14-mile highway that extends west from Brigham City, Utah, to the Bear River Migratory Bird Refuge.

Now, may I discuss each of these requests in a little more detail.

AMERICAN FORK WATERSHED

The watershed plan for American Fork Canyon has been worked out by the North Utah Water Conservancy District, in cooperation with the U.S. Forest Service under the authority of the Watershed Protection and Flood Prevention Act (Public Law 566).

For many years damaging floods have been originating in the headwaters of this canyon, menacing the cities of Pleasant Grove, American Fork, Lehi, and Alpine. There has been an average of one flood every 5 years since 1870. In 1951 and 1953 floods caused direct damage in excess of $123,000.

Under the watershed plan completed in 1958, all depleted national forest lands in the upper watershed have been contour-trenched and seeded except 4,000 acres of scattered and seriously depleted land upon which there are patented mining claims. These claims are many years old, and are owned by over 25 groups and individuals, most of whom live in distant cities. Because of the steep topography and the kind of measures required, treatment of the entire area must be carried out in one operation. The private lands are, therefore, the key to the success of the whole watershed plan. Surface rights to these lands are needed if the project is to be thoroughly effective.

I have consulted with the Forest Service, and am advised the Service could use $20,000 in the fiscal year 1963 to begin purchase of these surface rights. Similar amounts will be needed in the next 2 or 3 fiscal years. The funds would be repaid under the authority of the act of August 26, 1935 (49 Stat. 866) as amended by the act of May 26, 1944 (59 Stat. 277) which allows the Secretary of Agriculture, with the approval of the National Forest Reservation Commission, to acquire by purchase lands within the boundaries of the Uinta and Wasatch National Forests, and to pay for such lands from receipts obtained from the sale of natural resources of occupancy of public land within these national forests when appropriated. The Unita National Forest had total receipts in the fiscal year 1961 of $92,002.41.

I ask unanimous consent to have included in the record of the hearings sections from a February 16 letter from Edward P. Cliff, Assistant Chief of the National Forest Service Management Divisions, which gives more detail on the American Fork watershed problem. I will also leave with the chairman some questions which I would appreciate having asked of Forest Service representatives when they appear before the committee in order to more fully develop the case.

Chairman HAYDEN. Very well.

(The information referred to follows:)

EXCERPTS FROM LETTER FROM EDWARD P. CLIFF, ASSISTANT CHIEF OF THE NATIONAL FOREST SERVICE MANAGEMENT DIVISIONS, FOREST SERVICE

As you know the American Fork drainage has a long flood history. Available records show that floods which caused serious damages have occurred in the major tributaries of the watershed area on the average of one every 5 years since 1870. For example, the floods of 1951 to 1953 caused direct damage in excess of $123,000.

Following the flood of 1953, a survey was made of watershed conditions in the American Fork canyon. This investigation and later studies have established the fact that these damaging floods originate in headwater areas where conditions of soil and vegetative cover are seriously deteriorated because of past grazing use. Historically, the floods have increased since early settlement with respect to both frequency and magnitude. These studies concluded that there is a definite probability of the occurrence of rainstorm floods of increasing magnitude and damage potential unless flood prevention measures are taken.

In 1958, a watershed work plan was completed for the American Fork dry creek watershed pursuant to the Watershed Protection and Flood Protection Act approved August 4, 1954, (68 Stat. 666) as amended. This plan was prepared by the cities of Pleasant Grove, American Fork, Alpine and Lehi; the Pleasant Grove, American Fork, Alpine, and Lehi Irrigation Cos.; Utah County; and the Alpine Soil Conservation District; with assistance from concerned Federal and State agencies.

The watershed plan proposed treatment of all of the flood source areas in the upper watershed which it is physically possible to treat in order to restore vegetative cover and check advanced gully and channel erosion. This upper watershed consists mainly of national forest lands, but includes 4,000 acres of patented mining claims. Treatment was planned for both private and Federal lands. Actual watershed protection and flood prevention work in the upper watershed under authority of Public Law 566 was initiated in 1959 and has continued according to schedule through 1961. To this time, all of the work on flood source areas in the upper watershed has been done on these national forest lands not intermixed with mining claims. The remaining work required under the watershed plan will be on areas of intermingled private and national forest ownership. Because of the steep topography and kind of measures required, treatment of the flood source areas must be carried out as one operation. Therefore, the 4,000 acres owned by about 25 private owners becomes the key to completion of this project.

The act of August 26, 1935 (49 Stat. 866), as amended by the act of May 26, 1944 (58 Stat. 227), among other things, authorizes the Secretary of Agriculture with the approval of the National Forest Reservation Commission "to acquire by purchase any lands within the boundaries of the Uinta and Wasatch National Forests, in the State of Utah, which, in his judgment, should become the property of the United States in order that they may be so managed with other lands of the United States as to minimize soil erosion and flood damage." This legislation authorizes the appropriation of the receipts from these two forests for this purpose. Under this authority the Secretary may acquire the surface of land and permit the owner to reserve his mineral interest.

The watershed plan contemplates that the local sponsors will obtain easements from the private landowners to permit performance of the needed work. It was considered that easements would provide an adequate means of accomplishing the measures included in the watershed project work plan. However, from the standpoint of the national forest program, approximately 4,000 of these acres are inholdings to which the United States should acquire title in order that they, and the adjoining national forest lands, can be rehabilitated, managed, and protected for multiple-resource purposes. Such acquisition is consistent with a development program for the national forests which the President submitted to the Congress on September 21, 1961.

Forest Service Watershed Laboratory

Senator Moss. On February 15, I endorsed the proposal made on the floor of the Senate by that great friend of forestry research, Senator Stennis, to provide more adequately in the fiscal year 1963 for research programs and the construction of research facilities. One of the facilities recommended was the Forest Watershed Research Laboratory which, if constructed at the Utah State University at Logan, would greatly facilitate studies aimed at the solution of problems of vital importance not only to Utah, but also to Idaho, Nevada, western Wyoming, and Montana.

The Forest Service's Intermountain Forest and Range Experiment Station which is headquartered at Ogden, Utah, now has a project located at Logan to determine how watershed management may be

improved under the conditions of climate, vegetation, and soils occurring in the Great Basin and Missouri River headquarters. While this project should be appreciably strengthened through increased appropriations to provide for additional scientists, we should also get a laboratory established since it would speed up the entire program. Emphasis would be placed on research to improve water yields, reduce floods and erosion, and to rehabilitate mountain watersheds.

I will not take the time of the committee to detail the studies which would be undertaken, but will offer as an attachment a more complete statement. I have also prepared some questions which I hope can be asked of Forest Service representatives to clarify some of the aspects of the work of the laboratory which I cannot cover in this short period.

The Great Basin and the headwaters of important tributaries to the Missouri River are plagued with periods of inadequate water supply. Maintenance of stable flows of good quality water is imperative to the continued existence and further development of industries, or irrigated agriculture and of the many communities in the region.

(The statement referred to follows:)

STUDIES TO BE UNDERTAKEN BY FOREST SERVICE WATERSHED LABORATORY, LOGAN, UTAH

Certain techniques of watershed management offer promise of increasing water yields or improving the timing of such yields. Studies by the Forest Service in California, Arizona, and Colorado have shown that manipulation of vegetation may result in significant increases in streamflow. These studies have also shown that the effects of such vegetative changes will vary depending upon climate, type of vegetation, and soils. Therefore, the results of studies in other parts of the West cannot be applied directly to the Intermountain region.

Another pressing Intermountain problem is how to reduce flood runoff, erosion, and sedimentation from deteriorated rangeland watersheds through restoration of plant cover and supplementary structures. Past research has developed some structural and vegetation control methods that are being applied successfully on thousands of acres of cover-depleted flood-source rangeland with a high recovery potential. Yet, many harsh depleted sites defy rehabilitation by current practices. Land managers lack adequate information on which to base management practices to halt further deterioration, restore range and watershed values to their potential, and simultaneously utilize efficiently the forage resources to an extent compatible with other resource values.

The laboratory proposed at Logan would provide facilities that would speed up the work on this problem. Under controlled environment various plant species and methods of planting or seeding could be more rapidly evaluated in terms of establishment on severe sites and effectiveness in stabilizing soil. Provision would also be made for mechanical and chemical studies of soils to determine those characteristics of soils that influence their relative stability.

Closely associated, but requiring quite different research methods and facilities, would be studies aimed at stabilizing steep eroding mountain stream channels. These unstable channels constitute the sources of much sediment. For example, the sedimentation rate for Upper Kanab Creek in southern Utah is estimated to be two-thirds from gullies and channels and only one-third from sheet erosion of slopes; 90 percent of the sediment contributed by Five Mile Creek to the Boysen Reservoir in Wyoming comes from erosion of the main channel.

Fundamental to the control of eroding channels is a sound knowledge of stream hydraulics. Although much has been done in the field of hydraulics of irrigation canals and flatland streams, I am informed that practically nothing has been done of a basic nature to determine the hydraulic relationships under the extreme conditions of steep headwater mountain streams. The proposed laboratory would provide for model studies that would determine the basic hydraulics of such streams followed by studies to determine how structures and vegetation might be used to alter hydraulic characteristics and thereby reduce bank and channel cutting.

KEYSTONE FACILITY

Senator Moss. I want only to say again that the Laboratory proposed for Logan is a keystone facility needed to support the type of studies required to answer the pressing problems in the area, and I urge that this committee give favorable consideration to providing $900,000 in the appropriation of the Forest Service for construction of a Forest Watershed Management Laboratory in Utah.

My request for funds to repair the 14-mile highway that extends west from Brigham City to the Bear River Migratory Bird Refuge is based on the fact that Box Elder County officials tell me they cannot foresee when the county will be able to finance this much-needed road improvement by itself.

The road is the only method of access to the refuge. It is used principally by visitors to and employees of the Government wildlife installation. Some 22,000 persons visit the refuge each year, and 16,000 ducks are taken there annually.

Box Elder realized only $100 per year in taxes from an area of 64,000 acres, which, if it were taxable, would return some $3,000. The county has offered to furnish the labor and equipment to repair the road if the Federal Government will furnish materials.

The Federal Government's cost has been estimated by the Fish and Wildlife Service as $105,000, which would include the cost of one bridge.

I am hopeful that the committee will feel this is a valid expenditure, and will recommend it.

In conclusion, may I say that in general I support the items and programs in the budget requests of the bureaus and agencies represented in these hearings—all of them are important to the building of the West. I wish to reserve my comments on the Institute of Water Research which is proposed for establishment under the Geological Survey to collect and correlate scientific knowledge of the occurrence, use and development of our water supplies. Some questions have arisen in Utah about this institute, and I may wish to make some observations later, which I will do by letter to the chairman.

I want to particularly stress my support for the requests for two programs. First, I am glad that the budget for the Bureau of Mines provides for additional research for improved recovery and utilization of coal and other minerals, and for further development of scientific data to form a basis for an oil shale industry. Discovery of expanded uses for coal would give a real lift to Utah's depressed coal industry, and since we have considerable undeveloped oil shale lands, basic knowledge upon which an oil shale industry could be developed would also be most welcome.

And second, I am glad that the fiscal year 1963 budget for the National Park Service provides for an increase of $15,380,000 available to the Service over the fiscal year 1962.

We are not at the present time fulfilling our obligations for outdoor recreation opportunities for our people. We are not building adequate facilities in the national parks and monuments we now have, and we are not developing enough new areas. I am working with

Secretary Udall in an effort to establish a vast and spectacular new national park in Utah—the Canyonlands National Park—and hearings on my bill will be held shortly in both Washington and Utah. But meanwhile, I am hopeful that increased funds will be made available to continue the development and improvement of the 12 national parks, monuments, historical sites and recreation areas already located in full or in part in the State. I ask that a statement of the amounts requested for these parks be included in the record of the hearings.

(The information referred to follows:)

Funds requested in the 1963 fiscal year estimates for national parks in the State of Utah

	Management and protection	Maintenance and rehabilitation of physical facilities			Acquisition of—		Construction and development	Grand total
		Roads and trails	Buildings and utilities	Total	Lands	Water rights		
Arches National Monument	$48,981	$18,473	$13,547	$32,020			$237,600	$318,601
Bryce Canyon National Park	124,094	54,968	54,478	109,446		$600		234,140
Capitol Reef National Monument	30,664	18,577	15,407	33,984	$40,000		262,700	367,848
Cedar Breaks National Monument	15,698	10,248	9,047	19,295			8,000	42,993
Dinosaur National Monument (Utah portion)	42,753	14,211	10,881	25,092			45,000	112,845
Flaming Gorge Recreation Area (Utah portion)	19,865	4,481	6,833	11,314		26,800	[1] 500,000	557,979
Glen Canyon Recreation Area (Utah portion)	143,218	62,199	103,719	165,918			[1] 247,000	556,136
Hovenweep National Monument (Utah portion)	3,385	586	1,228	1,814			12,550	17,749
Natural Bridges National Monument	10,544	2,894	1,787	4,681			418,000	433,325
Rainbow Bridge National Monument		322		322				322
Timpanogos Cave National Monument	46,955	8,044	12,942	20,986				67,941
Zion National Park	195,861	78,655	81,675	160,330	162,000		559,900	1,078,091
Total	682,018	273,658	311,544	585,202	202,600	27,400	[2] 2,290,850	[3] 3,787,470

[1] These development funds ($747,000) contained in Bureau of Reclamation budget estimates.
[2] Total for development in National Park Service estimates, $1,543,850.
[3] Grand total of estimates for State of Utah in National Park Service budget, $3,040,470.

Committee Recess

Senator Moss. Thank you, Mr. Chairman, and the members of the committee for your courtesy in hearing me.

Chairman Hayden. Are there any further questions?

If not, then the committee will stand in recess until Friday, March 2, 10 a.m., when we will take up the Fish and Wildlife Service.

(Whereupon, at 12:20 p.m. Thursday, March 1, 1962, the hearing was adjourned to reconvene at 10 a.m., Friday, March 2, 1962.)

DEPARTMENT OF INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

FRIDAY, MARCH 2, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Senators Kefauver, Byrd, Mundt, Young, and Dworshak.

DEPARTMENT OF THE INTERIOR

ARKANSAS PROJECTS

STATEMENT OF HON. J. W. FULBRIGHT, A U.S. SENATOR FROM THE STATE OF ARKANSAS

GENERAL STATEMENT

Chairman HAYDEN. The committee will be in order.

Senator Fulbright, we will be glad to hear from you.

Senator FULBRIGHT. Thank you, Mr. Chairman. I appreciate your patience in letting me come here to testify every year.

I have always considered the Interior appropriation bill to be one of the most important appropriation bills which we act on each year. What the Congress does or does not do about the programs financed through this bill has a far-reaching effect and will, to a great extent, determine the shape the Nation's natural resources will be in when they are handed over to future generations. This committee has consistently shown a keen awareness of the importance of developing and conserving the Nation's natural resources. You have always been generous in approving funds for Arkansas projects. I am grateful for the committee's support of our projects, and I know that the requests which I will make today will receive your usual sympathetic consideration.

There are several projects in Arkansas under the jurisdiction of the Fish and Wildlife Service which should receive additional funds above the amounts included in the budget. The project for research on large reservoirs in north Arkansas is one in which I am particularly interested.

I want to emphasize this research is applicable not only to lakes in northern Arkansas. The knowledge gained there will be available,

of course, and will be useful in all reservoirs created by the various agencies of the Government.

As the chairman will recall, I testified before this committee last year about the need for initiating research to determine why fishing declines after reservoirs are a few years old. This I believe is the uniform experience throughout the country.

APPROPRIATION FOR RESEARCH

The committee recognized the need for this research and recommended an appropriation of $170,00. Unfortunately, this was cut back to $85,000 in the conference committee. The budget for the coming fiscal year contains only $85,000 to continue this work, and, in my opinion, this is unrealistic in view of the magnitude of the problem. I have been advised that $170,000 could be used effectively next year on this project.

New Federal reservoirs are being constructed throughout the Nation, and the knowledge which will be gained through reservoir research can decide whether these lakes will have a permanent good fishing potential, or whether they will follow the same boom and bust cycle we experience today. Money spent on this research will be a good investment when you consider the increased taxes resulting from stimulation of economic activity in areas around reservoirs where there is good fishing.

In my State it has been estimated that sports fishing generates some $50 million in business each year, much of it in the communities near these big Federal reservoirs in the northern and central part of the State.

Chairman HAYDEN. I have had that experience in my own State.

Senator FULBRIGHT. I am told that this problem is universal, that this happens in all of them.

I urge the committee to provide the full $170,000, which the Department can use for research on the lakes in north Arkansas.

FISH HATCHERIES IN ARKANSAS

We are fortunate to have several Federal fish hatcheries located in my State. These have been of great help in establishing Arkansas' reputation for good fishing. Two existing hatcheries and one under construction need additional funds in the next fiscal year. One hundred and fifty thousand dollars was appropriated last year to initiate expansion of the Norfork trout hatchery. The famed trout fishing in the White and North Fork Rivers in north Arkansas is supported by stocking from this hatchery. Since it was established the requirements for trout have increased 100 percent. There are no funds in the budget this year to continue the expansion program initiated with last year's appropriation. An additional $190,000 could be used effectively in the next fiscal year to continue the expansion program and bring the project to the point where it could produce fish. It seems quite unreasonable to stop this project just as it is getting underway. Unless the work is carried out as originally scheduled, it will undoubtedly cost a great deal more to complete the project in the future; which I am sure they are likely to do, and it will only add to the cost to delay it.

GREERS FERRY HATCHERY

A similar financing problem is involved in connection with the Greers Ferry hatchery, for which an initial appropriation of $170,000 was made last year. This hatchery will supply trout for stocking the waters below the Greers Ferry Dam which is now nearing completion. The reservoir is already being filled. The budget contains an item of $95,000 for work on the hatchery, but this is not sufficient to construct a unit that will produce fish. A total of $265,000 is needed for the next fiscal year to build a producing unit, although additional work will be required later on.

There is a pressing need for improvements at one of Arkansas' older Federal hatcheries—Mammoth Spring. Congress appropriated some funds in the 1960 and 1961 fiscal years to update the facilities at this hatchery. The bids for the construction work were considerably above the estimates, and the improvement program has not been completed. There are no funds in the budget to complete the project. I have been advised that it will take an estimated $122,000 to complete the improvement program, and I hope that the committee will allow this amount.

FEDERAL FISH FARM EXPERIMENT STATION

As the members of this committee know, I have been keenly interested in the Federal Fish Farm Experiment Station which was authorized by a bill I introduced. The committee is aware of the importance of this project and has taken action to insure that it proceeded at a reasonable rate. There are two units in this project—the headquarters area at Stuttgart and an operating area with considerably more acreage a Kelso. The buildings at Stuttgart have been completed, and the pond system will be finished early this spring. Research is already underway in privately owned reservoirs and ponds at the State fish hatchery in Lonoke pending completion of the pond system at the experiment station. The property at Kelso has not been developed for experimental purposes, and I hope that the committee will recommend an item of $225,000 for development of this property during the next fiscal year. The budget does not contain any funds for the Kelso unit, but it does request funds for construction and operation at the Stuttgart unit. This new fish farming industry has great potential, and the work that will be carried out at the experiment station will be invaluable in solving some of the problems encountered by fish farmers.

I may add again that this is not significant only for fish farmers, but this is an integral part of the development of the rice industry. Really, I think probably the most important part, financially, economically, and for the future, is the effect that it has upon the rice industry. It is a part of that very important and very large industry in this part of the State.

WETLANDS PURCHASE PROGRAM

I would now like to discuss briefly a project which is definitely of national significance—the wetlands purchase program. I was pleased that the Congress last year passed the bill authorizing a loan program to expedite purchase of good waterfowl breeding and resting lands.

The decrease in waterfowl population in recent years has been alarming, and drastic action is necessary to halt the decline. I am disappointed that the President's budget did not contain the maximum amount that could be used in the wetlands acquisition program. The recently released waterfowl survey of the Mississippi Flyway showed a 14-percent decrease in waterfowl numbers compared to a year ago. The mallard population was 38 percent below the previous year, and 43 percent below the 12-year average. It is my understanding that the staff of the Department of the Interior is geared to expedite the acquisition program if additional funds were made available.

Approximately $8 million above the budget estimate could be used effectively in the next fiscal year to buy the good wetlands while they are still available. If we continue to delay on this program, much of the good land will be lost forever for waterfowl conservation.

Bird Control Program

Arkansas farmers, particularly those in eastern Arkansas, suffer millions of dollars in crop losses each year from depredations by blackbirds and starlings. It has been estimated that these birds cause $5 million a year in damages to the rice crop alone. The Fish and Wildlife Service is trying to find an answer to this problem, but additional funds are needed to step up this control program. This is a serious situation, and I hope that the committee will give sympathetic consideration to providing additional funds for this work.

Another predator problem exists in southweast Arkansas, where wolves and coyotes are giving cattlemen considerable trouble.

I do not know whether these came in after being driven out of Arizona or New Mexico or not, but they sure are causing us a lot of trouble down there.

The Arkansas Game and Fish Commission has been cooperating with the Fish and Wildlife Service on a control program, but both State and Federal funds for this program are quite limited. I urge the committee to take a good look at the cooperative predator control program with a view to stepping up this activity.

National Park Service Funds

The budget for the National Park Service contains funds for four units in Arkansas—Hot Springs National Park, Pea Ridge National Military Park, Arkansas Post National Memorial, and the Fort Smith National Historic Site. I support the budget request for these units.

Forest Service Activities

In closing, I wish to discuss briefly the importance of Forest Service activities in my State. Forestry is Arkansas' major industry, and over 60 percent of the State is covered by timber. Two Forest Service research centers, located at Crossett and Harrison, are conducting important research which has been, and will continue to be, of much significance to this industry; and here, again, not just locally, but of interest to the entire South, because we are a typical forest area in the South.

Approximately $110,000 is allocated for the Crossett Center and $126,000 for the Harrison Center under the budget request. These

amounts will be sufficient to continue work at about the same level as last year. Although I am not asking for additional funds for these centers, I hope the committee will provide additional funds for the Stoneville, Miss., Research Station. I have been advised that $50,000 above the budgeted amount is needed to carry out important work on southern hardwoods at this station, particularly hardwood seeding and planting.

These research programs all work together, and this station, although it is not located in my State, is very important in the overall research program, especially in the field of production and utilization of hardwoods.

In general, I urge the committee to give its usual sympathetic treatment to the forestry research program. I know of no other Government program which has demonstrated its value and effectiveness as much as this one has in my State.

Mr. Chairman, I again wish to thank you and the members of this subcommittee for your past help on Arkansas projects. I know that the items I have mentioned today will receive careful attention.

I appreciate very much your giving me this opportunity to testify before the subcommittee.

That completes my statement, Mr. Chairman.

Chairman HAYDEN. Senator Bennett?

ACCESS ROAD TO BEAR RIVER NATIONAL WILDLIFE REFUGE

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF UTAH

GENERAL STATEMENT

Senator BENNETT. Mr. Chairman, I greatly appreciate the opportunity of appearing before the committee this morning in support of an appropriation to rebuild the road which gives the only means of access to the Bear River National Wildlife Refuge west of Brigham City, Utah.

The road is about 14 miles in length, extending from just west of Brigham City to the refuge headquarters. Both the Bureau of Sport Fisheries and Wildlife and the Box Elder County Commission have surveyed the road and report that 11½ miles is in poor condition and in need of repairs. Some sections are in extremely bad condition, and in some places are hardly passable.

The Director of the Bureau of Sport Fisheries and Wildlife, D. H. Janzen, indicated to me in a letter of February 20 that the Bureau feels a "moral responsibility" to cooperate with county officials "to whatever extent possible." However, there are no funds included in the current budget, and none are presently included in the fiscal year 1963 budget requests which is now being considered by this committee.

No doubt, Director Janzen's statement that the Bureau has a moral responsibility to assist in building the road is based upon the fact that the road is the sole access to the refuge, and the great bulk of its use comes from Government employees and others using the refuge. Approximately 22,000 people visited the refuge last year. This high degree of use has resulted in the present serious condition of the road.

At the present time, Box Elder County realizes only about $100 in

taxes from this vast 64,000-acre area which has almost totally been removed from the county property tax rolls.

PRECEDENTS FOR FEDERAL AID TO ROAD

Federal participation in this kind of a road program for national refuges has recent precedents. The Okefenokee refuge in Georgia presents an almost direct parallel to the Bear River refuge road situation. There, Congress appropriated funds to rebuild the road in fiscal years 1957 and 1958. The work was placed up for bid by the Bureau of Sport Fisheries and Wildlife according to specifications prescribed by local county officials. Shortly thereafter, Congress approved a similar cooperative road program at the White River, Ark., refuge. In this case a fire protection road was built around the refuge, using existing roads as much as possible.

TYPE OF WORK NEEDED ON ROAD

The Box Elder County officials have estimated that the road could be placed in good condition by adding a new gravel base along with a 3-inch bituminous surface. They also believe the road should be widened to 24 feet, and that the bridge across Reeder's Canal should be replaced and relocated to remove a hairpin curve in the road at that point. The total cost of the road improvement is estimated at $105,000 to $115,000.

The county is not in a position to build a road because its funds are already committed elsewhere to roads which serve residents of the county, and which have a higher priority than the Bear River refuge access road, which is essentially a service road for the refuge. The available Federal aid secondary funds have been budgeted by the county over the next 3 years for a road north of Great Salt Lake leading to Nevada. The county's problem has been made even worse by the recent floods throughout the county, with consequent need to repair county roads and bridges.

Although the county does not have funds to rebuild the road, it is willing to cooperate fully, and will furnish county labor and equipment to assist in rebuilding the road. It is also willing to maintain the road in the future, just as it has in the past.

AMOUNT REQUESTED

This is a most worthwhile cooperative project, and I urge the committee to appropriate $115,000 for this purpose.

I would be grateful if the committee would include at the end of my remarks the letter which I received from Director Janzen, together with a wire and letter which I have received from Clyde B. Stratford, chairman of the Box Elder Chamber of Commerce Highway Committee.

Chairman HAYDEN. That will be done.

(The communications referred to follow:)

FEBRUARY 28, 1962.

Senator WALLACE F. BENNETT,
Senate Office Building,
Washington, D.C.:

Regards Bear River bird refuge road material costs to reconstruct road and bridge $115,000. If this amount available through Interior Department,

county will furnish labor for construction and maintenance repairs to county roads and bridges caused by floods will deplete funds for 2 years secondary road money budgeted next 3 years for north of lake road.

Regards,

CLYDE B. STRATFORD,
Chairman of Road Committee,
Box Elder Chamber of Commerce.

DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF SPORT FISHERIES AND WILDLIFE,
Washington, D.C., February 20, 1962.

Hon. WALLACE F. BENNETT,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BENNETT: In response to a telephone request of February 15 by Mr. Mecham of your office for details on the road from Brigham City, Utah, to the Bear River Migratory Bird Refuge, the following information is furnished:

The road referred to above is located almost entirely outside the boundary of the refuge and is about 14 miles in length from the refuge headquarters to Brigham City. An estimated 11½ miles of the road is in poor condition and in need of repairs. The Box Elder County officials believe that the road could be placed in good condition by adding a new gravel base along with a 3-inch bituminous surface. They believe the road should be widened to 24 feet. It is also the opinion of the county that the bridge across Reeder's Canal be replaced and relocated to remove a hairpin curve in the road. The total cost of the road improvement is estimated at $105,000.

We recognize the difficulties experienced by the county in maintaining the road and bridge. Although we have no legal responsibility for using Bureau funds for improvement of this road, we do feel a moral responsibility for cooperating with county officials to whatever extent possible. We have no funds in our current budget and none are presently listed in our fiscal year 1963 budget which would permit us to assist the county in the road and bridge repairs.

A map of the Bear River Migratory Bird Refuge is enclosed as requested. We have marked in red the route of the subject road from within 2 miles of Brigham City to the refuge headquarters.

Sincerely yours,

D. H. JANZEN, *Director.*

BOX ELDER CHAMBER OF COMMERCE,
Brigham City, Utah, February 9, 1962.

Hon. WALLACE F. BENNETT,
U.S. Senate, Washington, D.C.

DEAR SENATOR BENNETT: The Box Elder Chamber of Commerce would appreciate your support in assisting us in prevailing upon the Department of Interior, Bureau of Fish and Wildlife, to appropriate the necessary funds to rebuild the 14 miles of highway from west of Brigham City to the Bear River bird refuge. We wish to draw your attention to the following facts:

1. This road with very few exceptions serves the Government employees and tourists visiting this Government installation.
2. Statistics show that about 22,000 persons visit this refuge each year.
3. Hunters take 16,000 ducks from this refuge which is quite an economic factor in our area.
4. This tourist attraction in Box Elder County is served only by this vital road.
5. Box Elder County realizes around $100 from this vast area of 64,000 acres which has been gleaned from tax roles. If this were taxable property, the county would collect some $3,000 annually in taxes.

In view of the above facts, we feel that it is the responsibility of the Government to see that this road is adequately maintained. Upon inspection, we have found that these 14 miles of road are in an extremely bad condition, in fact, in some places hardly passable.

It has come to our attention that Box Elder County does not have funds available now or in the foreseeable future for the rebuilding of this road. In meeting

with the Box Elder County commissioners, we were assured of their assistance and cooperation in rebuilding this road, to the extent that they would furnish county labor and equipment if the Government would purchase the materials.

Thanking you for your cooperation.

Best wishes,

CLYDE B. STRATFORD, *Chairman.*

TOTAL CARS USING ROAD

Senator BENNETT. Thank you, Mr. Chairman.

Senator YOUNG. How many cars use this road a year, did you say?

Senator BENNETT. 22,000 people; assuming maybe 2 people to the car, 10,000.

Senator YOUNG. Would this be stepped up if this is improved?

Senator BENNETT. The road goes nowhere else except to the refuge. There are no people who use the road to bypass or pass the refuge on the way to another destination, so this would depend entirely on the use of the refuge. But I think the condition of the road is making it difficult, certainly not yet dangerous, but difficult, for the Government employees and others who go out there on official business to the refuge.

Thank you very much, Mr. Chairman.

Chairman HAYDEN. You are very welcome.

Mr. Rice?

FISH AND WILDLIFE SERVICE

OFFICE OF THE COMMISSIONER

STATEMENTS OF THOMAS D. RICE, SPECIAL ASSISTANT TO THE COMMISSIONER; ROBERT A. WELLS, DIRECTOR, OFFICE OF INFORMATION; WILLIAM M. TERRY, DIRECTOR, OFFICE OF INTERNATIONAL RELATIONS; AND O. LLOYD MEEHAN, DIRECTOR, OFFICE OF PROGRAM REVIEW

BUDGET ESTIMATE

Chairman HAYDEN. The budget estimate for fiscal year 1963 for the Office of the Commissioner of Fish and Wildlife is $364,000. This is the same amount as has been appropriated for the past 2 fiscal years.

Mr. Rice, you may make such statements as you care to with regard to the Fish and Wildlife Service, or you may place your written statement in the record and highlight it if you care to do so.

(The statement and justification follows:)

Mr. Chairman and members of the committee, the estimate for salaries and expenses, Office of the Commissioner, for the fiscal year 1963 is $364,000, the same as the appropriation for 1962.

The Office of the Commissioner continues to provide general supervision of the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries to insure the carrying out of the objectives of the Fish and Wildlife Act of 1956. Organizationally, in addition to the Commissoner's immediate office, there is an Office of International Relations, an Office of Information, and an Office of Program Review.

The Office of the Commissioner continues to be involved actively in the formulation and implementation of policy with regard to international fishery and wildlife relations. International cooperation in the conservation of marine fishery resources, competition for these resources, the rights of American fishermen on the high seas, and the competition in domestic and foreign markets offered by foreign fishery products are matters which affect virtually all of our important

fisheries. In addition a growing need for a continentwide approach to the conservation of migratory waterfowl raises problems of bringing about more effective cooperation between the United States, Mexico, and Canada.

The growth of foreign fisheries and their expansion into waters traditionally fished by American fishermen raise new conservation problems as well as pose difficult economic problems for American fishermen. Expanding Soviet fisheries in the Northwest Atlantic, and expanding Soviet and Japanese fisheries in the North Pacific are causes for concern on both counts. The Commissioner is a member of the International North Pacific Fisheries Commission, the tripartite (United States-Canada-Japan) organization responsible for the conservation of fishery resources in this area, and is intimately involved in the activities of this Government related to problems in the area. The Commissioner's Office also advises the Assistant Secretary for Fish and Wildlife, who is a member of the International Commission for the Northwest Atlantic Fisheries, on resource problems in the northwest Atlantic. The Commissioner is also a member of the International Pacific Salmon Fisheries Commission, the United States-Canadian organization responsible for the management of the sockeye and pink salmon of the Fraser River system.

During the past year, the need for regulation of the tuna fisheries of the eastern tropical Pacific Ocean has presented new management problems, and the Commissioner has continued to be concerned with threats to American fisheries posed by claims by a number of foreign governments to exclusive jurisdiction over waters off their coast long fished by American fishermen.

In connection with migratory waterfowl conservation, the Commissioner's Office has provided advice to the Assistant Secretary for Fish and Wildlife on the conduct of informal discussions with representatives of Mexico and Canada aimed at exploring the possibilities of closer coordination of the activities of the three governments in this field.

Public support and action are requisites to the success of the basic Fish and Wildlife Service program for conservation of important food and recreational resources. Public support and action are available only to the degree that the public understands the program and what each individual must do to make it succeed. Within the lifetime of persons now being born, the population of this country will pass the 300 million mark, offering a constantly growing challenge to our basic resources. Thus, information and education are vital to our basic task of assuring adequate resources for the future.

Our present activities in this area are limited, but this does not diminish the importance of what is being done. With a small staff, we are making every possible effort to bring information on Federal fish and wildlife programs to as many persons as possible. We are also striving to contribute to the education of our young people in conservation, working in cooperation with personnel of other Federal departments and of State and private agencies and through the various youth groups.

Fish and Wildlife Service, Office of the Commissioner

SALARIES AND EXPENSES

Highlight statement

The Commissioner provided supervision of the activities of the two bureaus of the U.S. Fish and Wildlife Service, and liaison of the Service with the Assistant Secretary for Fish and Wildlife. The Commissioner also served as U.S. Government representative and participated in meetings of the International North Pacific Fisheries Commission, the International Commission for the Northwest Atlantic Fisheries, and the International Pacific Salmon Fisheries Commission, as well as a number of national and local conferences of fishery and wildlife interests and activity.

Office of Information.—The purpose of the program of this Office is to expedite for the fish and wildlife profession the publication of information on the research findings and management techniques produced by the Service's two bureaus and to achieve public understanding and use of these advances through a broad conservation education effort, using all media of communication.

Activities include editing various Service technical publications; preparing popular pamphlets, special magazine articles, and current news items; producing photographs and art to illustrate publications and articles; preparing special program posters; writing reports and speeches; developing exhibits; pro-

ducing motion pictures and TV shorts on Service conservation programs; developing slide presentations on Service programs; producing talk outlines on Federal conservation activities for use by Service personnel in appearances before schoolchildren, clubs, meetings and on radio and TV; supplying extension services for youth and adult membership groups on national conservation programs and consulting services on curricular planning and teaching aids on conservation; furnishing information and source material on Federal conservation programs for magazines and radio-TV programs.

Office of International Relations.—This Office is concerned with international interests, activities, and policies of the Fish and Wildlife Service. In both the commercial fisheries and wildlife fields, there are major international problems.

The coming year will witness critical periods for the International North Pacific Fisheries Commission and the commercial fisheries of Alaska and the Pacific Northwest; for the North Pacific Fur Seal Commission and the resource with which it is concerned, as both conventions become renegotiable. The unsettled state of international law regarding the extent of national jurisdiction over fisheries continues to pose threats to the U.S. fishing industry. The growth of foreign fishing industries, particularly that of the U.S.S.R., makes increasingly severe the competition for resources in the high seas.

Conservation of the migratory waterfowl resources of the North American Continent requires closer and closer cooperation with Mexico and Canada and in turn the solution of complicated international problems in this field.

Office of Program Review.—This Office is responsible for coordination and review of Service programs, legislation, and safety.

Several bills concerning functions of the Fish and Wildlife Service were enacted during the 1st session of the 87th Congress and a legislative program has been prepared for the 2d session. In the past, considerable time has been spent in the development of material for use at hearings and in providing assistance to committees of Congress on pending legislation. It is anticipated that this practice will continue.

This Office is responsible for conducting and coordinating a Service-wide safety, health, and fire prevention program directed at the reduction of personnel injuries, property damage loss through accidents, tort claims, and inefficiencies arising from unsafe conditions and unsafe acts.

Future plans call for a continuation of the program with increasing emphasis on the preparation of accident prevention guidelines, safety training, and more frequent field inspections to reduce accident frequencies, lower costs, and improve operating efficiencies. The program is designed to protect the employee and also the public who may have occasion to use the facilities of the U.S. Fish and Wildlife Service, Government equipment and property.

Salaries and expenses

	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Departmental expenses	$364,000	$364,000	$364,000	
Unobligated balance lapsing				
Total appropriation	364,000	364,000	364,000	

Salaries and expenses.—The estimate of $364,000 is the same as for 1962.

Plan of work.—The Office of the Commissioner will continue to provide general supervision of the programs of the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries to insure the carrying out of the objectives of the Fish and Wildlife Act of 1956. The estimate will provide funds for the following organization units, and to cover cost of general administrative services rendered by the Bureau of Commercial Fisheries on a reimbursable basis.

	Number of positions	Estimate, 1963
Commissioner's Office	3	55,600
Program review	7	79,300
International relations	4	46,600
Information services	19	182,500
Total	33	364,000

Itemization of estimate

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$363,850	$364,000	$364,000	
Unobligated balance lapsing	150			
Appropriation	364,000	364,000	364,000	
Obligations by objects:				
11 Personnel compensation	268,299	290,000	290,000	
12 Personnel benefits	19,338	22,000	22,000	
21 Travel and transportation of persons	7,660	13,000	13,000	
22 Transportation of things	448			
23 Rent, communications, and utilities	8,087	5,000	5,000	
24 Printing and reproduction	20,505	13,800	13,800	
25 Other services	15,967	10,000	10,000	
Services of other agencies	8,200	8,200	8,200	
26 Supplies and materials	4,310	2,000	2,000	
31 Equipment	11,036			
Total obligations	363,850	364,000	364,000	

GENERAL STATEMENT

Mr. RICE. For the purpose of the record, I am Thomas D. Rice, special assistant to the Commissioner, Fish and Wildlife Service.

Mr. Chairman, the estimate for salaries and expenses, Office of the Commissioner, for the fiscal year 1963, is $364,000, which is the same as the appropriation for 1962.

The Office of the Commissioner continues to provide general supervision of the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries, to insure the carrying out of the objectives of the Fish and Wildlife Act of 1956.

Organizationally, in addition to the Commissioner's immediate office, there is an Office of International Relations, an Office of Information, and an Office of Program Review.

The Office of the Commissioner continues to be involved actively in the formulation and implementation of policy with regard to international fishery and wildlife relations. International cooperation in the conservation of marine fishery resources, competition for those resources, the rights of American fishermen on the high seas, and the competition in domestic and foreign markets, offered by foreign

fishery products, are matters which affect virtually all of our important fisheries.

CONSERVATION OF MIGRATORY WATERFOWL

In addition, a growing need for a continentwide approach to the conservation of migratory waterfowl raises problems of bringing about more effective cooperation between the United States, Mexico, and Canada.

GROWTH OF FOREIGN FISHERIES

The growth of foreign fisheries and their expansion into waters traditionally fished by American fishermen raise new conservation problems, as well as posing difficult economic problems for American fishermen.

Expanding Soviet fisheries in the Northwest Atlantic, and expanding Soviet and Japanese fisheries in the North Pacific are causes for concern on both counts.

INTERNATIONAL NORTH PACIFIC FISHERIES COMMISSION

The Commissioner is a member of the International North Pacific Fisheries Commission, the tripartite (United States-Canada-Japan) organization responsible for the conservation of fishery resources in this area, and is intimately involved in the activities of this Government related to problems in the area. The Commissioner's Office also advises the Assistant Secretary for Fish and Wildlife, who is a member of the International Commission for the Northwest Atlantic Fisheries, on resource problems in the Northwest Atlantic. The Commissioner is also a member of the International Pacific Salmon Fisheries Commission, the United States-Canadian organization responsible for the management of the sockeye and pink salmon of the Fraser River system.

REGULATION OF TUNA FISHERIES

During the past year, the need for regulation of the tuna fisheries of the eastern tropical Pacific Ocean has presented new management problems, and the Commissioner has continued to be concerned with threats to American fisheries posed by claims by a number of foreign governments to exclusive jurisdiction over waters off their coasts long fished by American fishermen.

SOVIET FISHING ACTIVITIES

Chairman HAYDEN. I would like to ask in this connection: Is there any cooperation with the Soviet Union in this North Pacific Fisheries Commission, in which the United States, Canada, and Japan participate?

Mr. RICE. There has been little evidence of cooperation yet.

Chairman HAYDEN. There have been extensions of Soviet fisheries in that area?

Mr. RICE. Yes; there have been, and they have plans for continuing expansion.

In connection with migratory waterfowl conservation, the Commissioner's office has provided advice to the Assistant Secretary for Fish and Wildlife on the conduct of informal discussions with representa-

tives of Mexico and Canada aimed at exploring the possibilities of closer coordination of the activities of the three governments in this field.

NEED FOR PUBLIC SUPPORT

Public support and action are requisites to the success of the basic Fish and Wildlife Service program for conservation of important food and recreational resources. Public support and action are available only to the degree that the public understands the program and what each individual must do to make it succeed.

Within the lifetime of persons now being born, the population of this country will pass the 300 million mark, offering a constantly growing challenge to our basic resources. Thus, information and education are vital to our basic task of assuring adequate resources for the future.

Our present activities in this field are limited, but this does not diminish the importance of what is being done. With a small staff, we are making every possible effort to bring information on Federal fish and wildlife programs to as many persons as possible. We are also striving to contribute to the education of our young people in conservation, working in cooperation with personnel of other Federal departments and of State and private agencies and through the various youth groups.

That concludes my statement, Mr. Chairman.

RELATIONS WITH JAPAN AND RUSSIA ON OFFSHORE FISHING

Chairman HAYDEN. Senator Young, any questions?

Senator YOUNG. Yes.

How are our relations with Japan and Russia now with respect to the fishing off the shores of the United States?

Mr. RICE. Our relations with Japan are very good, but there is some evidence of a more aggressive fishery policy on the part of Japan now.

As far as Russia is concerned, it is about the same as our relationship in any other field. However, they do periodically concede to us in some form or other, as evidence of cooperation, but, as I said to the chairman, not to the extent we would like to have them cooperate.

Senator YOUNG. Are they increasing the tonnage of the fish taken in areas adjacent to our shores?

Mr. RICE. Yes; they are. They made the boast about 3 years ago that by 1965 they would be the leading fish producing nation in the world, and they are rapidly reaching that point.

Senator YOUNG. This is one of our major problems, too?

Mr. RICE. It is, Senator.

Senator YOUNG. That is all; thank you.

Chairman HAYDEN. Thank you for your statement.

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BUREAU OF COMMERCIAL FISHERIES

STATEMENTS OF DONALD L. McKERNAN, DIRECTOR; HAROLD E. CROWTHER, ASSISTANT DIRECTOR; CLEO F. LAYTON, CHIEF, DIVISION OF ADMINISTRATION; J. LAURENCE McHUGH, CHIEF, DIVISION OF BIOLOGICAL RESEARCH; CHARLES BUTLER, CHIEF, DIVISION OF INDUSTRIAL RESEARCH; AND C. E. PETERSON, ACTING CHIEF, DIVISION OF RESOURCE DEVELOPMENT

OCEANOGRAPHY PROGRAM

Chairman HAYDEN. The budget justification for the Bureau of Commercial Fisheries includes an opening statement on the contribution of the Bureau to the national oceanographic program. It is proposed that the Bureau participate to the extent of over $14 million in this program during fiscal year 1963. There will be printed in the hearing record the statement and a table comparing the 1962 appropriation and the 1963 budget estimates.

(The statement and table referred to follow:)

BUREAU OF COMMERCIAL FISHERIES CONTRIBUTION TO THE NATIONAL OCEANOGRAPHIC PROGRAM

During the past 3 years the Bureau of Commercial Fisheries has been working closely with other Government agencies, with the National Academy of Sciences-National Research Council, and with university and private research institutions to plan and carry out a coordinated national program in oceanography. This program was endorsed by President Kennedy in his message to Congress in March 1961: "The seas around us represent one of our most important resources. If vigorously developed, this resource can be of great benefit to the Nation and all mankind." A primary objective of the national oceanographic program is to increase knowledge of the ocean in all its aspects, including physical, chemical, and biological properties. Secondly, the program is to apply the accumulated knowledge to enhance our economy, security, and general well-being.

The principal objective of the Bureau of Commercial Fisheries in the oceanographic program is maximum development and utilization of the living resources of the sea. This requires a full understanding of the kinds and quantities of plants and animals in the sea and their interrelations with the environment. Need for research to meet this objective has been clearly expressed in reports from the National Academy of Sciences Committee on Oceanography and in reports from the Interagency Committee on Oceanography of the Federal Council for Science and Technology.

Each Government agency with responsibility for research in the oceans is attempting to carry out a program in oceanography to meet its original mission, and in addition to undertake new studies which will improve our Nation's total benefit from the sea. This is being coordinated through the Interagency Committee on Oceanography. The basic content of the new program was recommended by the National Academy of Sciences Committee on Oceanography (NASCO).

Concerning living resource developments, especially fisheries, the National Academy Committee pointed out fundamental gaps in our knowledge of marine organisms which may be impeding their full utilization. The Bureau plans to develop and support programs in biological oceanography to meet the need for increased knowledge. At the same time we find it important to continue and in some cases expand programs which support particular fisheries. Such work, underway in the Bureau for many years, falls within the broad definition of oceanography which has been adopted for the national program.

It has been considered important that a clear distinction be made between new programs developed in accordance with NASCO recommendations and those which began years ago. For this reason the Bureau's oceanographic program may be classified into two categories:

(1) Marine research directed mainly toward support of a particular fishery.

(2) New research and surveys to obtain basic information which will lead to understanding biological processes in the oceans. The second category describes the broad objectives of the national oceanographic program.

This research should in time lead to development of better methods for predicting places and times of fish concentrations, discovery of unexploited stocks, development of new and more efficient means to capture marine organisms, control of environment to increase natural production, and use of new sources of protein not previously taken from the sea.

The total effort in oceanography represents funds from several sources which reach across appropriation, activity, and subactivity classifications. The Bureau budget accrues from annual and permanent appropriations, and minor amounts of contributed funds. Construction funds for ships and facilities used for marine research are also included in our total oceanographic effort.

The Bureau's new oceanographic program starts logically in fiscal year 1962. Budget increases for oceanography are being used to support new programs for training grants and fellowships, increased efforts to identify and classify marine animals, support of the National Oceanographic Data Center, basic studies of estuaries and inshore waters, and biological oceanography of the tropical Atlantic off Africa. The 1963 program proposes several additional new basic research programs.

There follows a tabulation and brief description of the Bureau's present and proposed activities in oceanography. This is a summation of the program which has been underway during fiscal year 1962 and that which is proposed for fiscal year 1963.

National oceanography program

[In thousands of dollars]

Appropriation, activity, and subactivity	Marine research supporting particular fishery			New research—Obtain basic information			Total oceanography		
	1962	1963	Increase	1962	1963	Increase	1962	1963	Increase
Management and investigations of resources	4,302.8	4,709.8	407.0	1,000.0	1,809.0	809.0	5,302.8	6,518.8	1,216.0
Marketing and technology	591.8	685.8	94.0				591.8	685.8	94.0
Exploratory fishing and gear research	591.8	685.8	94.0				591.8	685.8	94.0
Faunal surveys and fishery explorations to locate new fish stocks of commercial importance. New ways of fishing are sought. This work is centered primarily in the Pacific Northwest, in the Gulf of Mexico and off the South Atlantic coasts of the United States. Explorations are for high seas pelagic fish, bottom species, and shellfish. New explorations in the oceanography program will be for shrimp and fish stocks in the Caribbean and western tropical Atlantic.									
Research	3,711.0	4,024.0	313.0	1,000.0	1,809.0	809.0	4,711.0	5,833.0	1,122.0
Coastal and offshore	3,382.3	3,620.3	238.0	1,000.0	1,750.0	750.0	4,382.3	5,370.3	988.0
Shellfish	328.7	403.7	75.0		59.0	59.0	328.7	462.7	134.0
Biological research and physical oceanographic studies on coastal and high seas fisheries. Principal investigations are on ocean phases of salmon life cycle, on groundfish, pelagic species such as shrimp, sea scallops, clams, and oysters. This represents part of the oceanographic program which meets the needs of specific U.S. fisheries. New programs in 1962 and 1963 are on basic research on marine resources, on tropical Atlantic investigations and on increased training of scientists through graduate fellowships. The total program is being effected in cooperation with other Government agencies which have responsibilities for oceanography. New programs are in response to recommendations of the National Academy of Science.									
Promote and develop fishery products and research pertaining to American fisheries (S-K funds)	2,186.2	2,186.2					2,186.2	2,186.2	
Marketing and technology	364.5	364.5					364.5	364.5	
Exploratory fishing and gear research	364.5	364.5					364.5	364.5	
New trawl and pelagic fisheries are sought off New England and the central Atlantic coast. Extensive gear research is conducted, particularly to seek new advances in the efficient capture of trawl fish species. Special explorations to meet the more immediate needs of industry are conducted.									
Research	1,821.7	1,821.7					1,821.7	1,821.7	

Coastal and offshore	1,545.3	1,545.3					1,545.3	1,545.3	
Shellfish	276.4	276.4					276.4	276.4	
Biological and oceanographic research to meet the needs of specific fisheries. Programs are closely related to those carried out with annual appropriations but in general include objectives of more immediate importance to industry. Major programs are on tuna, shrimp, sardines, menhaden, and trawl fish species.									
Construction				6,130.0	5,301.0	−829.0	6,130.0	5,301.0	−829.0
Fishery facilities				6,130.0	5,301.0	−829.0	6,130.0	5,301.0	−829.0
Provides research and exploratory ships, construction of new laboratories and improvements to existing laboratories with which to carry out the Bureau's total program in oceanography. Continues a program of upgrading of fishery research facilities as recommended by the National Academy of Sciences, Committee on Oceanography.									
Total	6,489.0	6,896.0	407.0	7,130.0	7,110.0	−20.0	13,619.0	14,006.0	387.0

PREPARED STATEMENT

Mr. McKERNAN. My name is Donald L. McKernan, Mr. Chairman. I am the Director of the Bureau of Commercial Fisheries.

I would like to put a statement in the record and simply highlight it for you.

Chairman HAYDEN. Very well.

(The statement referred to follows:)

GENERAL STATEMENT BY DONALD L. MCKERNAN, DIRECTOR, BUREAU OF COMMERCIAL FISHERIES

Mr. Chairman and members of the committee, it is a pleasure to appear again before this committee to discuss the operations of the Bureau of Commercial Fisheries and to present for consideration the estimates of the financial needs of the Bureau for fiscal year 1963.

Our estimates for fiscal year 1963 total $25,293,000. Of this total, $15,213,000 is for management and investigations of resources; $300,000 is requested under the special foreign currency program; $8,414,000 is for construction; $616,000 is for general administrative expenses; and $750,000 is for assistance in construction of fishing vessels. An additional $1,998,000, to be derived from the Pribilof Islands fund, is requested for administration of the Pribilof Islands.

Increases totaling $2,637,318 are included in the estimate for management and investigations to provide $1,075,000 for program expansion in research on fish migration over dams; $1,216,000 for Bureau participation in the national oceanographic program; $68,000 for expansion of exploratory fishing programs in the Gulf of Alaska; $120,000 for research on fish flesh protein; and $158,318 for operation and maintenance of other programs at current or slightly expanded levels.

Funds requested under the special foreign currency program are to finance technological and biological studies by scientists in foreign countries, to complement work being done in these fields in the United States under the "Management and investigations of resources" appropriation.

The $8,414,000 "Construction" estimate includes $5,301,000 for facilities required for our oceanographic programs, $1,478,000 for facilities urgently needed for our regular research and exploratory fishing and gear programs, and $1,635,000 for construction and related purposes necessary to carry out the objectives of the Columbia River fisheries program.

I shall be pleased to discuss the estimates for specific items in the budget in greater detail as they come up for discussion in the course of the hearing.

There have been significant developments affecting the fisheries since our appearance at the hearings last year. Perhaps a review of these happenings may be helpful in providing a backdrop for the Bureau's projected programs for fiscal year 1963.

During 1961, there was tremendously increased activity in the fisheries throughout the world. The major gains, however, were not made by the United States, but by Russia, Red China, Peru, and other nations. The Russian fleet has increased enormously during the past few years and all indications are that this growth will continue. The United States dropped to fifth place in 1961—behind Japan, Red China, Russia, and Peru—in total catch of fish. Our country for decades had been in the "top three" among fish-catching nations of the world.

During this last year we saw foreign vessels moving closer and closer to the shores of the United States. In the North Pacific both the Japanese and the Russians moved in force into fisheries traditionally fished only by the U.S. fishermen. Although these foreign fleets are fishing in international waters, our industry is understandably concerned about their presence. Both the Japanese and Russians have been fishing in the Bering Sea and have now moved into the Gulf of Alaska. The trend, especially by the Japanese, obviously is to move southward.

It is possible, too, that in the very near future we may see Russian vessels fishing off the coasts of Washington and Oregon. The Japanese expansion of their area of fishing is clear, for they have always been a major fishing power. The pattern of the Russian operation in the North Pacific is well established—their first move being to probe with an exploratory vessel, then to move in fishing

vessels in force. The stocks of halibut now fished jointly by Canada and the United States may be their next target.

This year in the North Atlantic, Russian vessels appeared on Georges Bank for the first time and are now fishing what we once considered our own private fishing grounds. Georges Bank, as you may know, lies just off the coast of Massachusetts. The Russians in 1961 moved to Georges Bank en masse. It is not possible to determine yet what effect this will have on the resources they are fishing, or on our industry, but results could be disastrous to a domestic industry already in economic difficulties. The fishing industry during 1961 operated in a climate of severe competition from foreign products. Imports of fishery products into the United States during the calendar year 1961 jumped about 35 percent. Not all of this increase is in food fish, which increased about 7.4 percent. A tremendous surge of 65 percent in imports of fishmeal accounted for most of the 1961 increase. Many of these foreign products were produced with lower labor costs and various forms of Government assistance.

Advances in the establishment of the Common Market in Europe were another development last year. The formation of the Common Market was stimulated, and rightly so, by the United States. However, it is moving ahead at an unexpected pace. It now appears likely that England will join the Common Market, which event would increase the possibility of problems for our domestic fishing industry. The tariff patterns being established by the Common Market will undoubtedly make it more difficult for some of our domestic fishery products to be exported to foreign countries. But even more serious, this tariff structure will cause nations such as Japan, Iceland, and Norway, who may be forced out of the European market, to divert their products to the United States. This in turn means more competition for our own people. Should across-the-board cut in tariffs by the United States become a reality we will find many segments of our fishing industry in difficulty.

Tremendous advances have been made recently in the Columbia River in the face of increased dam building and other developments. These are some of the things we have accomplished. Scientists have made solid progress in the fields of electrical guiding and the development of more efficient and economical fishways. An improved fishway, incorporated in the new Ice Harbor Dam on the lower Snake River, represented a saving of $500,000 in construction costs compared with previous designs.

Studies also have shown that a reduction is possible in the flow of "transport" water, a flow released to attract fish into a fishway. The 2-feet-per-second velocity, formerly regarded as minimal, has successfully been reduced to 0.7 feet per second, without loss in attraction efficiency, permitting a substantial saving in water released for this purpose.

Damage has also been mitigated through construction of hatcheries, fish screens, fish ladders, and stream clearance. Supplementing research on facilities are studies of the salmon themselves, their basic behavior patterns, and their capabilities at various stages of maturity. Endless fishways, designed to test endurance, have demonstrated that salmon may climb to heights of at least 1 mile under certain experimental conditions. Such information is essential for planning methods of passage that will avoid catastrophic delays in reaching the spawning grounds. Without these programs the salmon runs would undoubtedly be at a much lower level. But there is one problem we have not solved—how to pass fish over high dams. We need a tremendous surge of effort to find ways of getting large populations of fish over these high structures. As you know, we have launched a vigorous program in this area aimed at finding significant answers by the end of 1964.

Atomic energy, both for defense and peaceful purposes, required more of our attention last year. The possible concentration of radioactive material in fishery products from fallout, or from nuclear reactors for power production or other purposes, is a growing problem. The operation of nuclear reactors which are being set up throughout the country may radically change the local aquatic environment or, through accident or normal operation, may discharge radioactive materials into waters from which commercial fish are harvested. To protect the public and the commercial fishing industry, we must thoroughly understand the potential hazards and be prepared to take appropriate action.

It is evident that the Bureau has an important part to play in what many consider to be the world's No. 1 problem—population increase. It has been said that the present population equals four-fifths of all the people who have lived on the face of the earth since time began. Despite the progressive increase in

population this same statement will be true in years to come. It is estimated that at present one-half of the world's population is undernourished, most of them suffering from a deficiency of protein of the type found in fish. It is obvious that as this population explosion occurs we will need every ounce of food that can be harvested from the seas. In many countries, especially those which are heavily populated, fishing plays an important role in the diet. In future years this same situation may exist in the United States. To meet this need we must have sufficient knowledge of the oceans and their resources to properly manage not only the well-known species such as salmon and halibut, but also the presently underutilized species such as thread herring, hake, and others.

Serious declines occurred in two fisheries during the last year. The catches of shrimp and Maine sardines dropped to such an extent that both these segments of our fishing industry found themselves in trouble. At the same time there was recovery in one of our fisheries. The menhaden industry which appeared to be in a steep decline last year recovered rapidly and had a successful year with a near-record catch. Some credit for the reversal in the trend of the menhaden industry is credited to an FAO meeting in Rome last March which the Bureau stimulated and helped to organize. This conference dealt with the worldwide problems in fish meal.

Finally, the national oceanographic program, in which the Bureau plays a major part, moved into high gear in 1961. Much has been learned about the oceans in the past, but not until recent assessments of the Nation's research requirements did oceanography emerge in its present form as a program of systematic scientific studies.

The urgent need for an expanded national research program in this scientific frontier was expressed by the House Committee on Science and Astronautics of the 86th Congress when it listed these four reasons for the urgency:

(1) The undersea threat to our national security;

(2) The emerging significance of science and technology as an instrument of world affairs;

(3) The potential of the sea for greater international understanding and cooperation; and

(4) The eventual worldwide exploitation of ocean resources.

The President, in a special message to Congress last year, called for concerted attention to the whole national effort in the basic and applied research of oceanography.

The Bureau of Commercial Fisheries responsibility in this program is significant. We are charged with the development and conservation of the living aquatic resources, particularly those important as human food or to satisfy needs for oils of marine origin, animal feed supplements, and other uses. Some of these resources occur in fresh waters, but those of the oceans are by far the most important.

It is obvious that if our industry is to compete successfully for the harvest of these resources we must have the basic knowledge that will put our fishermen on an equal footing with those of expanding fishing nations such as Japan and Russia. We believe we can do this through oceanography.

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

Chairman HAYDEN. There will be placed in the record justifications for the fiscal year 1963 budget estimate for management and investigations of resources. This amount is $15,213,000, an increase of $2,637,318 over the amount available in fiscal year 1962.

(The justification follows:)

BUREAU OF COMMERCIAL FISHERIES, MANAGEMENT AND INVESTIGATIONS OF RESOURCES

During the past year, in the "Management" activity, the Bureau has intensified its program of enforcement, particularly in Alaska where large fleets of Japanese and Russian vessels have engaged in fishing operations in international waters adjacent to the shores of Alaska. On the east coast, the appearance of Russian vessels on Georges Bank during the summer of 1961 resulted in additional

surveys of foreign fishing activity in this area. The Bureau will be obliged to continue surveillance of foreign fishing activities in both the Atlantic and Pacific fisheries during fiscal year 1963.

In the "Marketing and technology" activity, Bureau scientists contributed many significant discoveries in fisheries-related scientific disciplines. These discoveries, all involved in the manifold missions of the Bureau, ranged from prevention of blue discoloration of canned crabmeats through the addition of ascorbic acid (vitamin C) and the clarification of the process factors affecting the nutritional value of fish protein to the development of a new fundamental technique for separating the components of complex fish oils and the determination of differences in food utilization by warmblooded animals and coldblooded fishes. The research findings of the Bureau on the therapeutic effects of fish oils on elevated blood-cholesterol levels are being increasingly accepted by authoritative medical researchers and being put to practical use in the formulation of corrective diets. Other researchers were successful in the location of hitherto unknown concentrations of edible and industrial fishes off the coasts of South Carolina, Florida, Oregon, and Alaska, which are now being commercially exploited. Our economists published a detailed clarification of the economic interrelationships between price and demand for blue crabs and oysters. In the first of quality improvement, developmental work was completed on 2 new U.S. standards—those of flounder and scallops, making a total of 12 voluntary standards in effect or in the final stages of promulgation and use. Similarly, three purchase specifications, designed to insure receipt of high-quality fishery products by State institutions—for ocean perch fillets, haddock fillets, and scallops—were developed and made available to the purchasing agents of each of the 50 States.

In the field of industrial services, the Bureau contributed many accomplishments designed to foster the growth of the U.S. fishing industry. Statistical data have been collected and published on the employment of fishermen, fishing craft, and gear employed in the fisheries, the volume and value of the catch, and the production of manufactured fishery commodities. Bureau marketing services during the past year rendered great assistance to the domestic fishing industry—as exemplified by the establishment of an integrated marketing service for new Arkansas ricefield fisheries and the completion of three industry-financed motion pictures designed to acquaint the consumer public with the operations and products of the domestic fisheries.

Import problems are affecting virtually every segment of the U.S. fishing industry. The industry is not only facing overwhelming competition in domestic and world markets for fishery products, but its fishing fleets are competing with ever-enlarging fleet of other nations in waters traditionally fished by U.S. fishermen. The acquisition, on a current basis, of information of use to the domestic industry on developments in foreign fisheries and fishing effort was accelerated by the establishment of a fishery attaché post in Western Europe, in cooperation with the Department of State.

In the "Research" activity, one of the Bureau's principal highlights is in the accelerated participation in the vital national oceanography programs with a major responsibility for biological studies. Under this program, a longer range and more fundamental attack on the biological basis of marine resources has been initiated. Without this program, the United States cannot effectively carry out its national and international responsibilities for marine resources development. In cooperation with other governmental and international agencies, an oceanographic survey of the tropical Atlantic is being organized. This program is designed to make U.S. participation possible in the exploitation of one of the most fertile marine regions on earth, the waters off central Africa. A program of educational grants in the fields of science related to the study of our waters and their living resources was begun to create a larger group of scientists of the highest caliber from which the Bureau and other agencies concerned with fishery problems can recruit research staffs.

An emergency salmon research program, now underway, will provide information essential for favorable renegotiation of the International Convention for the High Seas Fisheries of the North Pacific Ocean. This emergency program will terminate at the end of the current fiscal year. Increases for the fiscal year 1963 are being requested for continuing biological research on salmon and related species in Alaska and the Pacific Northwest and on the high seas of the North Pacific Ocean and Bering Sea, and for biological investigations in areas of Alaska fished by foreign trawl fleets.

In the "Research on fish migration over dams" activity, a vigorous, short-range research plan is in process to protect the Columbia River salmon runs against the effects of construction of additional high dams, now imminent.

The cooperative Columbia River fishery development program is of utmost importance to the highly valuable Pacific coast salmon fishery with its protection and enhancement of salmon populations. Initiated in 1949 with the States of Oregon, Washington, and Idaho, to offset the losses of salmon and steelhead runs resulting from Federal water-use developments, this program has mitigated some damages through the construction and operation of hatcheries, fish screens, fish ladders, and stream clearance. Without the fishery development program, the runs, although they have at present declined, would undoubtedly be at a much lower level.

Management and investigations of resources

Appropriation, 1961		$7,926,000
Comparative transfer from "Operation and maintenance, general," Corps of Engineers, Civil, Department of the Army		2,004,331
Total amount available, 1961		9,930,331
Appropriation, 1962	$12,150,000	
Supplemental appropriation, 1962	400,000	
Total appropriation, 1962		12,550,000
Transferred from "Operation and maintenance, general," Corps of Engineers, Civil, Department of the Army (unobligated balance)		+30,146
Transferred to "Operating expenses, Public Building Service," General Services Administration		−4,464
Total amount available, 1962		12,575,682

SUMMARY OF INCREASES AND DECREASES, 1963

Management: To provide for increased vessel charter costs for enforcement program		+7,000
Marketing and technology:		
To provide for initiation of larger scale commodity studies		+75,000
To provide for additional days at sea in connection with exploratory fishing programs in the North Atlantic and the Gulf of Alaska		+162,000
For increased costs of conducting the market news programs and the purchase of more efficient processing equipment	+$50,000	
For modernization of the automatic data processing unit and to provide for collection of statistical data in the lower Mississippi River States	+36,464	
To initiate a program of fundamental and applied research on fish flesh protein	+120,000	
To provide for the uncontrollable increased workload in Bureau's Foreign Fisheries and Trade Unit	+20,000	
		+463,464
Research:		
Decrease due to completion of emergency salmon research program	−1,500,000	
For biological research on salmon and related species in Alaska and the Pacific Northwest	+510,000	
For biological investigations of the effect of fishing by foreign trawl fleets in the Alaska and Pacific Northwest areas	+197,000	
For research on salmon and related species in the high seas of the North Pacific Ocean and Bering Sea	+450,000	

Management and investigations of resources—Continued

SUMMARY OF INCREASES AND DECREASES, 1963—continued

Research—Continued		
For the tropical Atlantic oceanography programs	+275,000	
To provide for the more productive utilization of the research vessel *Black Douglas* in studies in eastern Pacific fishes	+68,000	
For basic research in biological oceanography and ocean surveys	+405,000	
To provide for operation of the research vessel being constructed to replace the *Albatross III*	+140,000	
To determine effects of Russian fishing on the fish stocks on the New England fishing banks	+158,000	
To bring to a more productive level the operations of the Brunswick, Ga., biological laboratory	+30,000	
To provide for participation in the International Indian Ocean Expedition	+70,000	
For operation and maintenance of the new salt water system and for research programs utilizing the new system, at the Oxford, Md., shellfish laboratory	+75,000	
To provide for research on shellfish genetics	+29,000	
To provide for field experiments on the effect of radioactivity on marine organisms	+30,000	
		+937,000
Research on fish migration over dams: To provide for expansion of effort with regard to emergency programs involving fish passage at high dams		+1,075,000
Columbia River fishery facilities:		
To provide for operation of new facilities and for increased costs of operating existing facilities	+$185,000	
Decrease in availability of unobligated balances of prior year funds	−30,146	
		+154,854
Net change, 1963		+2,637,318
Budget estimate, 1963		15,213,000

Analysis by activities (total funds)

Activity	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) decrease (−)
1. Management: Direct appropriation	$367,295	$369,000	$376,000	+$7,000
2. Marketing and technology:				
Direct appropriation (adjusted 1962)	2,404,870	2,668,536	3,132,000	+463,464
(Special foreign currency program)		125,000	125,000	
Saltonstall-Kennedy funds	1,934,191	1,798,700	1,882,600	+83,900
Subtotal	4,339,061	4,592,236	5,139,600	+547,364
3. Research:				
Direct appropriation (adjusted 1962)	4,790,050	6,618,000	7,555,000	+937,000
(Special foreign currency program)		175,000	175,000	
Saltonstall-Kennedy funds	2,804,934	2,578,900	2,719,400	+140,500
Subtotal	7,594,984	9,371,900	10,449,400	+1,077,500
4. Research on fish migration over dams:				
Direct appropriation	299,967	924,000	1,999,000	+1,075,000
Saltonstall-Kennedy funds [1]	97,268	252,732		−252,732
Subtotal	397,235	1,176,732	1,999,000	+822,268
5. Fishing vessel mortgage insurance: Direct appropriation	44,180	51,000	51,000	
6. Columbia River fishery facilities:				
Direct appropriation		1,915,000	2,100,000	+185,000
Transfer of unobligated balances from "Operation and maintenance, general," Corps of Engineers, civil, Army		30,146		−30,146
Comparative transfer from "Operation and maintenance, general," Corps of Engineers, civil, Army	1,974,185			
Subtotal	1,974,185	1,945,146	2,100,000	+154,854
Total	14,716,940	17,506,014	20,115,000	+2,608,986
Direct appropriation (adjusted 1962)	7,906,362	12,545,536	15,213,000	+2,667,464
(Special foreign currency program)		300,000	300,000	
Saltonstall-Kennedy funds	4,836,393	4,630,332	4,602,000	−28,332
Transfer of unobligated balances		30,146		−30,146
Comparative transfer	1,974,185			

[1] The sum of $350,000 was allocated for emergency programs under this activity in the fiscal year 1961 Of that amount $97,268 was obligated in 1961. The unobligated balance of $252,732 at the end of 1961 was utilized for continuation of the programs in the fiscal year 1962.

Analysis by activities (annual definite)

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Management	$367,295	$369,000	$376,000	+$7,000
2. Marketing and technology	2,404,870	2,668,536	3,132,000	+463,464
3. Research	4,790,051	6,618,000	7,555,000	+937,000
4. Research on fish migration over dams	299,967	924,000	1,999,000	+1,075,000
5. Fishing vessel mortgage insurance	44,180	51,000	51,000	
6. Columbia River fishery facilities	[1] 1,974,185	[2] 1,945,146	2,100,000	+154,854
Unobligated balance no longer available	19,637			
Total	9,900,185	12,575,682	15,213,000	+2,637,318

[1] Comparative transfer from "Operation and maintenance, general, Corps of Engineers, civil," Department of the Army.
[2] Includes $30,146 unobligated balance transferred from Corps of Engineers.

1. Management

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Administration of Sockeye Salmon, Northern Pacific Halibut, North Pacific Fisheries, Northwest Atlantic Fisheries and Whaling Acts	$367,295	$369,000	$376,000	+$7,000

Administration of Sockeye Salmon, Northern Pacific Halibut, North Pacific Fisheries, Northwest Atlantic Fisheries, and Whaling Convention Acts.—The estimate of $376,000 represents an increase of $7,000 needed for increased patrol vessel charter costs.

Enforcement of Sockeye Salmon Fishing, North Pacific, Northern Pacific Halibut, Whaling Convention, and Fur Seal Acts

Need for increase.—The $7,000 is required for increased vessel charter costs for enforcement of the Sockeye Salmon Fishing and Northern Pacific Halibut Acts and regulations issued under the authority thereof. This will provide for an additional 1½ months of charter time as well as a more appropriate vessel for patrol of the fog-shrouded "Bonilla-Tatoosh" line at the entrance to the Straits of Juan de Fuca in Washington.

Plan of work.—This program involves the enforcement of restrictions on fishing, whaling, and sealing as provided by law and/or regulation, which for the most part implement the treaty obligations of the United States. Eight full-time agents and four to six seasonal employees are actively engaged in the program in Alaska, Washington, Oregon, and California. Patrol by vessel and aircraft is carried out under cooperative arrangements with the Coast Guard for offshore waters and the State of Washington for enforcement of the Sockeye Salmon Act in Puget Sound waters. In addition, the Bureau operates one seagoing vessel in Alaska, the *John R. Manning*, and charters a patrol vessel in the State of Washington. Continuing expansion of the Bering Sea and Gulf of Alaska trawling operations by the Japanese and Russian fleets has required greater emphasis on offshore patrol, including the boarding of many Japanese vessels to determine whether Japan is abstaining from salmon and halibut fishing. Russian vessels in the North Pacific Ocean and Bering Sea are kept under constant surveillance; however, in lieu of boardings, sample trawling is carried out in the vicinity of the fleet to determine catch composition. Dockside inspection of catches is conducted at major ports from nothern California to Alaska.

Administration of Northwest Atlantic Fisheries Convention Act

Plan to work.—To continue collection of and analysis of statistical information relating to current conditions and trends of the fishery resources of the Northwest Atlantic Ocean and to conduct studies concerned with the maintenance of the Northwest Atlantic fisheries as required under provisions of the International Convention for the Northwest Atlantic Fisheries (art. VI, par. 3).

Enforcement of Northwest Atlantic Fisheries Convention Act

Plan to work.—To implement the provisions of the International Convention for the Northwest Atlantic Fisheries and the departmental regulations promulgated pursuant theretof. Haddock and cod are subject to regulatory control in the high seas area extending roughly from Cape Cod eastward to include the Grand Banks off Newfoundland. It has been found that the maximum sustained production of these stocks can be realized by restricting the size of meshes of trawls used in the fisheries. Four field enforcement agents and one supervisor are stationed in Maine and Massachusetts. Continuous dockside inspections of fishing vessels at all major New England fishing ports are maintained as well as high seas patrol in which assistance is rendered by the U.S. Coast Guard.

Administration of Whaling Convention Act

Plan to work.—Under the 1946 International Convention for the Regulation of Whaling, the Bureau issues licenses to U.S. citizens or firms engaged in commercial whaling, inspects plants and operations for compliance with regulations, and carries on a limited amount of whaling biological research. Bureau employees conduct inspections in the course of other enforcement work and two biologists, one of whom is permanent, are engaged in work essential to the management of whalestocks utilized by the United States. Biological sampling of whale catches will be conducted at each of the whaling stations. The gray whale census will be continued.

2. Marketing and technology

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Economics	$88,000	$88,000	$163,000	+$75,000
(b) Exploratory fishing and gear development	636,000	661,000	823,000	+162,000
(c) Market news	516,223	519,000	569,000	+50,000
(d) Statistics	307,877	303,536	340,000	+36,464
(e) Technology	784,315	980,000	1,100,000	+120,000
(f) Foreign fisheries and trade	71,855	79,000	99,000	+20,000
(g) Education and market development		38,000	38,000	
Total	2,404,870	2,668,536	3,132,000	+463,464

(*a*) *Economics*

The estimate of $163,000 represents an increase of $75,000 to initiate larger scale commodity studies aimed at helping the fishing industry eliminate or reduce financial losses due to lack of adequate information as to potential economic difficulties in time to avert the difficulties.

Need for increase.—In recent years many segments of our fishing industry, such as the tuna, groundfish, sea scallop, and shrimp industries have suffered severe economic losses. The menhaden industry is a recent addition to the list. Since the start of its economic difficulties in 1959, it is estimated that the gross income of the industry, because of maladjustment of supply to demand has dropped over $5 million annually.

Adequate knowledge obtained beforehand could have avoided some of these losses. Predictions as to future production and marketing conditions are needed to aid in better industry planning. This is done for agriculture by the U.S. Department of Agriculture through its crop and livestock estimates service and situation reports. Farmers can adequately plan the marketing of their crops and livestock because they are forewarned as to the kind of marketing conditions to expect in the next marketing period.

Because no attention has been given to economic forecasting for commercial fishermen and because of their economic difficulties, there exists a great need for this service. For example, if a dearth of fish appears imminent during the up-coming fishing season, the industry can husband its storage stocks to provide a flow of products during the period of shortage. Conversely, if excessive supplies appear imminent, storage stocks can be reduced in time to avoid market gluts.

These funds are requested to provide the industry and the public with fishery economic situation reports. These reports would combine economic, biological, and other available kinds of information to form the basis of an early warning system of imminent economic difficulties in a particular segment of the fishing industry.

Plan of work.—Work will be accelerated in the collection and analysis of economic data on production, distribution, and consumption of fishery products as an aid to the U.S. fishing industry in economic production and marketing and to the Government in efficient administration of the domestic fisheries. Studies to be conducted with the increased funds involve assembling economic data and information on production, imports and exports, storage stocks, consumption, etc.; analyses of such information; collation with biological information on the condition of particular fishery stocks; and preparation of briefs projecting future trends and conditions for each of the several segments of the industry. These briefs would be similar to the situation reports for agricultural commodities issued by the U.S. Department of Agriculture. After a developmental period responsive to the urgent needs of the tuna, groundfish, shrimp, scallop, and menhaden industries, the program will be expanded to include such other important industry segments as the salmon, halibut, sardine, crab, oyster, clam, and lobster industries.

(*b*) *Exploratory fishing*

The estimate of $823,000 represents an increase of $162,000. The increase will provide $94,000 for North Atlantic explorations, and $68,000 to finance an exploratory fishing program in the Gulf of Alaska.

Need for increase.—(1) North Atlantic fisheries exploration: The $94,000 requested for this program is needed for the operation of the exploratory fishing

vessel *Delaware*, or operation of its replacement, to foster increased emphasis on the offshore and pelagic aspects of the fisheries exploration studies in the western North Atlantic, a part of the general objectives of the national oceanography program. The *Delaware* is being operated at an annual rate of 110 days at sea on exploratory fishing programs and 110 days on biological research programs. Funds for constructing a vessel to replace the *Delaware* were appropriated for the fiscal year 1962. The additional operating funds requested will provide for utilization of the new vessel designed especially for exploratory fishing, at an increased number of sea-days for exploratory fishing programs from the present 110 to approximately 210. This additional sea time will increase the efficiency of area exploratory fishing activities, and provide the sea time necessary to carry out the phase of the oceanography program planned for 1963.

(2) Alaska fisheries exploration: The $68,000 requested for this program is needed to provide for a full-time exploratory fishing program in Alaska waters. The recent full-scale commercial fishing activities of the U.S.S.R. and of the Japanese in the Bering Sea and the Gulf of Alaska, make adequate knowledge by the U.S. agencies of the ground fish stocks imperative. The proposed program will provide information essential to decision on extending the fishing year for vessels of the U.S. halibut fleet, restricted to a very short season as a conservation measure, through alternative fishing on other species during closed seasons for halibut. Present level of funding provides for 10 weeks of exploratory fishing work per year, utilizing a chartered vessel. The increase requested will provide for work during the entire fishing season of 6 months. This increase in time at sea is important for adequate work because the 10 weeks time possible with present funding does not present an adequate picture of the fishing potentials of a variety of species over the entire fishing season.

Plan of work.—To continue to plan and conduct exploratory fishing programs to locate and determine the extent of new fishing grounds and the size and character of the resource using specially equipped vessels; design, test, and develop new types of fishing gear and equipment; determine the effectiveness of new and conventional types of fishing gear and fishing craft and demonstrate the most efficient and safe means and methods of operations; and to conduct a consulting service on fishing methods and operations.

The plan of work for programs to be conducted with the increased funds is outlined below:

(1) North Atlantic fisheries exploration: With the requested increase effective and full-year operational schedules in exploratory fishing essential to continuance of our New England-Middle Atlantic industry in competition with other fishing powers currently supplying U.S. markets with fish and fishery products will be conducted. Additions to present operations will include pelagic exploration, particularly in midwater and deepwater bottom trawling for such species as ocean perch and whiting to locate new stocks available to the domestic fishing fleets. The work will be coordinated with other phases of the national oceanographic program.

(2) Alaska fisheries exploration: Planned exploration will involve making trawling stations arranged as a grid to cover geographical areas but with the exact location of stations adjusted to avoid patches of extremely rough bottom or other conditions making trawling impossible. Although the initial program will be primarily concerned with ground fish trawling other gear will be used where trace catches of such species as crabs, clams, scallops, and shrimp are made in order to fully ascertain the commercial potential of all bottom-dwelling fishery resources. Fishing for alternative species may form the basis for a commercial fishery for halibut vessels now operating during a very short season. The area of operations during fiscal year 1963 will extend from Cape Spencer to Kodiak Island, Alaska, and will be concentrated primarily inside the 100-fathom curve.

(c) *Market news*

The estimate of $569,000 represents an increase of $50,000 to provide for increased costs of supplies, communications, and the procurement of replacement and additional timesaving equipment.

Need for increase.—Of the $50,000 increase, $35,000 is for built-in increased costs for communication services, postage, mimeograph paper, and other supplies, and for replacement of old processing equipment. A steady increase in mailing lists and more complete coverage to keep abreast of the changes in the marketing of fishery products as requested by industry on an increasing scale entail

increased costs. The sum of $7,000 is for the purchase of collating machines for field offices, to eliminate the time-consuming task of manually assembling daily reports of more than one sheet. Time saved by mechanical collating is necessary on other phases of the program. The amount of $8,000 is for increased costs in the publication of "Commercial Fisheries Review." A steady increase in the mailing list and increases in the amount of material to be published results in higher reproduction costs over which there is no control. These increases in costs and number of copies reproduced for distribution will not exceed the limitations approved by the Bureau of the Budget.

Plan of work.—To continue at the present level to collect, compile, publish, and disseminate data on fishery landings, receipts, prices, stocks, packs, market conditions, trends, imports, rail and truck movements, and information on developments in this country and foreign countries affecting our fishery industries.

Information is distributed by daily, monthly, annual, and other periodic reports; through newspapers, periodicals, and radio; and by telephone, wire, and personal contacts. Work is performed by Bureau employees. This information is used primarily by the fishery and allied industries and is not available from any other source.

(*d*) *Statistics*

The estimate of $340,000 represents an increase of $36,464 of which $27,464 is for improvement of the branch's automatic data processing unit and $9,000 to reactivate the program covering the collection of catch, and manufactured products data in the lower Mississippi River States.

Need for increases.—The increase of $27,464 is needed for the modernization of the branch's automatic data processing unit in order to expand the volume of statistical data processed by automatic equipment and to expedite the preparation and release of statistical reports. The increase of $9,000 is needed to provide for the salary and expenses of an employee to resume conducting an annual survey of the fisheries of the lower Mississippi River States. Modernization of the branch's automatic data processing unit will permit preparation of additional biological and economic tabulations relating to the yield of the fisheries, will aid in programs to conserve our fishery resources, and will assist in more orderly marketing of fishery products. More rapid tabulation and release of data will make the information of more value to conservation agencies and members of the industry in determining the condition of the stock of fish and in making marketing decisions. Resumption of the annual statistical survey of the fisheries of the lower Mississippi River will reinstate complete annual surveys of the fisheries of the United States; and will provide needed information on changes in the production and stock of fish and shellfish in an area which is undergoing rapid ecological changes as the result of dredging of river channels, flood control, and stream projects.

Plan of work.—To conduct statistical surveys of the fisheries of the United States. These include the collection, tabulation, analyzing, and dissemination of information on the volume and value of the catch of each species by types of gear and geographical areas; the number of operating units employed in the fisheries; the volume and value of processed fishery products; monthly freezings and stocks of frozen fish; monthly production of fish meal and oil; the publication of monthly State landing bulletins; release of monthly foreign trade statistics; and the conduct of staff activities relating to statistical matters. The increases will permit tabulation of needed data not possible with present equipment, and the more rapid preparation and dissemination of the Bureau's statistical reports, and resumption of the collection of data on the fisheries of the lower Mississippi River States.

(*e*) *Technology*

The estimate of $1,100,000 represents an increase of $120,000 to finance research programs designed to improve the quality and marketability of fishery products. The increase is needed to initiate a program of fundamental and applied research on fish flesh protein. In fish, the most important single constituent is its nutritious protein. It is also a constituent for which our store of scientific knowledge is fragmentary or nonexistent and the quality of which is most adversely affected by mishaps in handling, processing, and distribution.

Need for increase.—Consumer acceptability of any product is affected to the greatest degree by quality. The fishing industry continues to market a product with great quality variation from one boatload to the next. This quality variation has been included among the factors inhibiting an increase in domestic per

capita consumption of fishery products from the longstanding figure of 10 to 11 pounds per person per year. Loss of quality in distribution channels also has a very serious adverse effect on our USDI product inspection and certification program. The USDI grade A shield is applied to packages of high-quality fishery products as they are inspected at the plant. When these products reach the consumer, however, they often no longer qualify for the grade A shield which they bear because of quality losses during distribution. Deterioration of fish protein, for which no effective preventive measures are available, is a major factor in quality variation.

Improving the quality and marketability of fish is a much more complex problem than one requiring simple improvements in handling practices. Although fish is used in preparation of a multitude of food products by all the established processing techniques, practically nothing is known about the fundamental changes in fish protein during processing and storage. For example, additional knowledge is needed as to why shrimp, lobster, or fish develop a tough, chewy, flavorless character in frozen storage; why flavor is lost in storage of iced fish; why some fish, e.g. hake, become so soft within days after death as to be unmarketable; why there is damage to the protein in some processing operations; how the fluctuations in temperature of frozen fish products adversely affect the protein. These are protein changes that could be avoided if we had the basic knowledge of the chemical and physical reactivities and properties of fish protein. The products could then be processed, stored, and consumed in a manner calculated to provide man with all of the nutritionally complete, balanced, and easily digestible protein inherent in fish as it comes from the sea. Until this level of use is possible we are wasting an essential food item chronically in short supply around the world.

The domestic fisherman faces many special problems in handling his unique and highly perishable product. These problems include the need for the most fundamental research on protein quality which, because of its cost, he cannot undertake on his own. He must, nevertheless, maintain the highest quality in his products to meet strong competition from the growing flood of high quality fisheries products from abroad and at the same time meet competition from other domestic food products. Often the production of each of these food products is being supported directly or indirectly by Government subsidies or research.

Plan of work.—Research to develop new, improved, or more economical methods of handling and procesing fish and shellfish and of utilizing fishery byproducts and seaweed products will be continued and an additional program added. This program will encompass fundamental research on the biochemical and nutritional changes which occur in fish protein during holding on ice, cooking, canning, freezing, and storage. The texture, flavor, color, and odor of fish protein will be investigated with a view to reducing undesirable changes and enhancing those which add to the quality of the final product. Methods will be sought to maintain the uniformly high biological value of fish protein during capture, processing, and distribution.

Protein systems will be studied both in pure form and in association with fats and oils as they are found in nature.

(*f*) *Foreign fisheries and trade*

The estimate of $99,000 represents an increase of $20,000 to provide the salary and expenses of additional personnel needed because of the uncontrollable increased workload under this subactivity.

Need for increase.—The increase is needed to provide salaries and expenses for two professional personnel so that Bureau participation in international organization affairs can be discharged effectively in accord with increased governmental and industry demands for such services.

The continuing rapid development of the world's fisheries has generated numerous problems for U.S. fishery interests. The United States is also directly or indirectly involved in many of the fishery development programs being conducted throughout the world. Moreover, worldwide fishery developments have politico-economic ramifications, especially with regard to the developing countries of Africa, Latin America, and Asia. To protect the interests of the U.S. Government and the fishing industry, the Bureau has been obligated to participate in international affairs on an ever-increasing scale. The Bureau represents the U.S. Government in the fishery activities of international organizations such as the Food and Agriculture Organization of the United Nations (FAO) and the Organization for Economic Cooperation and Development (OECD); the United States is a member country of both organizations. In addition, the Bureau par-

ticipates in numerous intergovernmental and Government-industry meetings dealing with foreign fishery problems or international developments that vitally affect the U.S. fishing industry. During the past year, the Bureau prepared for, and participated in, over 20 such international conferences, Government-industry meetings, and Government actions concerned with problems created by oversea developments. Preparation for participation in international organization affairs requires the collection of technical materials on domestic and foreign fishery developments and the preparation of comprehensive and authoritative situation reports. Also position papers, together with substantiating background information, need to be developed in conformity with U.S. policy. The current workload stemming from international fishery developments is beyond the capability of the present staff.

Plan of work.—To continue to—

(1) Conduct studies and prepare and coordinate reports as requested on—

(*a*) foreign fishery developments and their effect on the U.S. fishing industry

(*b*) production and flow to market of fishery products of foreign producers which affect domestic fisheries; and

(*c*) competitive position of domestic and foreign produced fishery products.

(2) Conduct studies and provide services on foreign trade and tariff problems, prepare materials for trade agreement negotiations, and prepare analyses of import and export trends in relation to problem areas.

(3) Conduct and service the foreign reporting program for fisheries, coordinate and prepare requests for information from foreign posts, appraise and evaluate foreign reporting, service the fishery attaché program.

The increase requested will enable the Bureau to more effectively—

(1) Coordinate participation in international organization affairs and to provide expert advice to Bureau participants on conference procedure for international conferences and Government-industry meetings.

(2) Take appropriate actions regarding fishery programs conducted by intergovernmental and other international organizations, such as FAO and OECD, and to participate in international meetings.

(3) Take appropriate actions in the work of international bodies concerned with problems in international trade, and to participate in international meetings.

(4) Coordinate and/or prepare position papers, background papers, contingency papers, briefing books, and other supporting materials for international meetings and conferences dealing with fishery matters.

(*g*) *Fishery education and market development*

The estimate of $38,000 is the same as for 1962.

Plan of work.—The following marketing activities, as part of a coordinated research and development program developed jointly by the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries to meet the intent of Public Law 85-342 (72 Stat. 35), will be conducted at the same level as in 1962:

(1) Development of new products, recipes, and markets for buffalofish and other ricefield species.

(2) Market research studies, in cooperation with the University of Arkansas and other Arkansas State agencies, to determine consumer acceptance and preference for buffalofish and other ricefield species.

(3) Conduct of a vigorous consumer education program featuring ricefield fishery products and byproducts.

In addition to funds shown under this activity, additional funds are available under the Saltonstall-Kennedy program as shown in the following table:

Subactivities	Annual definite appropriation		Saltonstall-Kennedy funds		Total program	
	1962	1963	1962	1963	1962	1963
(a) Economics	$88,000	$163,000	$132,000	$132,000	$220,000	$295,000
(b) Exploratory fishing and gear development	661,000	823,000	353,500	394,000	1,014,500	1,217,000
(c) Market news	519,000	569,000	37,000	37,000	556,000	606,000
(d) Statistics	303,536	340,000	300,700	321,000	604,236	661,000
(e) Technology	980,000	1,100,000	391,000	410,000	1,371,000	1,510,000
(f) Fishery education and market development	38,000	38,000	564,500	569,000	602,500	607,000
(g) Foreign fisheries and trade	79,000	99,000	20,000	20,000	99,000	119,000
Total	2,668,536	3,132,000	1,798,700	1,883,000	4,467,236	5,015,000

3. Research

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Coastal and offshore research	$4,205,021	$5,976,000	$6,779,000	+$803,000
(b) Inland fisheries	214,393	215,000	215,000	
(c) Shellfish	335,974	391,000	525,000	+134,000
(d) Designing fish protective devices	34,663	36,000	36,000	
Total	4,790,051	6,618,000	7,555,000	+937,000

(a) Coastal and offshore research

The estimate of $6,779,000 represents an increase of $803,000 over the amount available for 1962. The 1963 estimate represents an increase of $2,303,000 over the base, considering a nonrecurring item of $1,500,000 in 1962. Of the $2,303,000, $988,000 is the amount required for the Bureau's participation in the expansion of the biological research aspect of the Nation's oceanographic effort. The remaining $1,315,000 is needed for research not included in the national oceanography program but essential within the Bureau's responsibility to meet new situations which have developed in the fisheries. These have not been placed in the oceanographic program because:

(1) The need for the work has arisen recently and the results are required to solve immediate problems.

(2) These subjects were not recommended by the National Academy of Sciences Committee on Oceanography and have not received review by the Interagency Committee on Oceanography.

(3) The work is mainly on fresh water aspects of the salmon life cycle, which have been excluded from the oceanographic program.

Coastal and offshore fisheries receive a major part of the Bureau's research efforts. They furnish an important protein food supply and support a large fishing industry which contributes substantially to the national income. Competition for high-seas stocks of fish is growing rapidly. To meet this competition there is need to continue programs which the Bureau is now conducting. Expansion into new areas and into new kinds of research is also required. It is important that we commence accumulation of basic knowledge about the oceans and the fish which inhabit them. Such information will in time allow maximum development and wise use of the ocean's living resources. This is one of the principal objectives of the national oceanographic program.

Descriptions of proposed research and the reasons why it should be carried out are presented under broad geographical categories.

Need for increase.—1. North Pacific high seas and inshore research (non-oceanography): An increase of $1,157,000 is needed for programs in this area as follows:

(a) $510,000 for biological research on salmon and related species in Alaska and the Pacific Northwest, as a basis for improved management of the resources.

Recent emergency programs have provided additional funds for salmon research. These studies have concentrated on very narrow aspects of salmon biology, needed for favorable renegotiation of the International North Pacific Fisheries Convention in 1963. The new agreement is certain to have much broader conservation objectives than the present treaty, and research must therefore take broader pathways. Investigations of salmon, herring, king crab, and bottom fish resources on the high seas must be concerned with growth and mortality rates, movements, and effects of fishing. In the inshore environment, and in the fresh-water phases of salmon life history, it will be necessary to understand much better the patterns of growth, mortality, and movements, and the reasons for their variation.

(*b*) $197,000 for biological investigations in areas off Alaska and the Pacific Northwest that are or may be fished by foreign trawl fleets. In 1960 it is estimated that the combined trawl fleets of Japan and Russia took more than a billion pounds of bottom fish from waters of the Bering Sea and North Pacific Ocean. It is estimated that they will take a billion and a half pounds in 1961. Operation of these foreign fleets already is being expanded south of the Aleutian Chain and Alaska Peninsula into the waters of the Gulf of Alaska.

Although the take so far has been confined mainly to groundfish (other than halibut) and king crabs, equipment now in operation can be used at any time to catch salmon, halibut, and other valuable food fishes. Obviously it is only a matter of time until foreign fishing effort expands operations south along the coasts of Canada and the U.S. Pacific Northwest. It is essential that we have adequate biological information about the stocks of fish in these coastal areas. Only with an adequate basis of scientific facts can the United States successfully negotiate with other nations regarding the protection of stocks vital to the American fishing industry.

(*c*) $450,000 for research on salmon and related species on the high seas of the North Pacific Ocean and Bering Sea, to strengthen the United States in negotiation with Japan and the U.S.S.R.

The International (Japan, Canada, United States) Convention for the High Seas Fisheries of the North Pacific Ocean now provides good protection for Alaskan salmon. Almost all pink and chum salmon and most red salmon are protected from capture on the high seas by the abstention line (175° W.), east of which Japan cannot, under the Convention, fish for salmon. In 1963 it will become possible for Japan to terminate the Convention, or to use the threat of termination to force renegotiation. The U.S.S.R., not a signatory to the Convention, is also interested, since most Asian salmon stocks, from streams in Kamchatka and Siberia, also are subject to fishing by Japan. Investigations since 1955 under the International North Pacific Fisheries Commission (created by the Convention) have created a substantial fund of information on our high seas salmon stocks. This was gathered, however, to meet the very restricted requirements of the protocol to the present Convention. Hence, it deals only with the question of distribution of salmon of Asian and North American origin upon the high seas. The renegotiated Convention, which is certain to have broader objectives and to raise even greater problems for the U.S. fishing industry, will require reorientation of the entire research program, delving into questions that have been of secondary importance up to now.

Plan of work.—(*a*) Research will be intensified to secure basic knowledge on such important subjects as the numbers of spawning fish needed to produce the maximum harvest. The influence of chemical and other environmental factors on survival of salmon will be investigated. Studies will be extended to populations of salmon, king crabs, clams, and groundfish important to the fisheries but not heretofore covered. Particular emphasis will be placed on salmon biology during the transition from fresh to salt water, a life history phase about which almost nothing is known. Resources not now heavily exploited but which may be important to the economies of the States include Alaska groundfish and shrimp, resources now threatened by growing fishing fleets of other nations. Studies will be commenced to obtain information under near-virgin conditions for comparison with the condition of these resources under exploitation.

(*b*) Surveys will be made in waters off the coasts of Alaska and the Pacific Northwest to determine the abundance, distribution, and life histories of the stocks of fish and shellfish that are of present or potential commercial importance. These include several species of sole, Pacific Ocean perch, king crab, schrimp, herring, and halibut. Particular emphasis will be placed on an understanding of the effects of fishing upon these resources, and their capacity to withstand heavy fishing. Activities will include vessel observations at sea,

laboratory examination of scientific samples, and biometric analysis of the resulting data.

(*c*) Larger vessels will be placed in service, permitting work in winter and at other times and places not coverable by the small wooden fishing vessels now chartered. Techniques of differentiating North American and Asian fish, such as serological analysis, will be strengthened. Special emphasis will be placed on the effects of such characteristics of the marine environment as temperature, salinity, and chemical composition. Marked changes in these characteristics probably exert a strong influence on salmon survival and migrations. The estuarine phases of salmon life history, until now largely neglected, will also be studied. King crab investigations will be extended to areas threatened by expanding Japanese fishing activities, and not now covered adequately. These investigations will have the practical objective of managing these fishery resources for maximum sustained yields.

Need for increase.—2. Tropical Atlantic oceanography and fisheries (oceanography): The increase of $275,000 is needed to conduct a program of oceanographic and fishery research in the eastern tropical Atlantic. This is a region of rapidly growing interest by the major fishing nations and the developing nations of Africa and South America. Our interest in this region will benefit the U.S. fishing industry and provide knowledge in an area now largely unknown but of primary importace to the national security.

The fishery resources off west Africa appear to be rich and capable of sustaining greatly increased yields, yet the humid rain forest belt in the Gulf of Guinea region of west Africa has a serious protein shortage, with a population among the coastal states of about 80 million people. Expansion of animal husbandry is not likely to provide the necessary increase in protein supply, at least within the present economic reach of the people, but the fisheries appear to be capable of sufficient expansion to provide such protein requirements at reasonable cost.

Recent expansion of the tuna fishery in the eastern Pacific has pushed the yield of that fishery to the limit of what it can sustain, yet world demand for tuna is growing rapidly. Some oceanographic features of the eastern tropical Atlantic resemble those of the eastern tropical Pacific, suggesting that the ocean off Africa may prove to be a major source of tuna. Indeed, there are expanding tuna fisheries in this area now. However, for efficient exploration of this resource, especially by U.S. fishermen, investigations of tuna distribution and abundance in relation to oceanographic features of the eastern tropical Atlantic are essential.

Plan of work.—The funds requested will provide for conversion and operation of two surplus vessels of a type most suited to this purpose as well as for the analysis of the data thus obtained. The vessels will be converted to meet the requirements for oceanographic and fishery research on the high seas. Conversions of existing vessels, rather than new construction, are planned in order to meet program deadlines. This program is part of a larger cooperative plan that will include vessels of other Federal agencies and possibly private oceanographic institutions. In addition, it is planned that fishery research vessels of three African nations bordering the Gulf of Guinea will participate in some portions of the program without cost to the United States. There is also a proposal by CCTA/CSA, a regional technical and scientific agency of the African nations south of the Sahara, for a coordinated program of research on the ground fisheries of west Africa. Financing of this program is being sought through the Agency for International Development, and there is every indication that such support will be forthcoming.

Need for increase.—3. Eastern Pacific oceanography: An increase of $68,000 is needed to provide for operational costs and maintenance of the research vessel *Black Douglas.* This will improve our knowledge of the population dynamics of marine animals, and expand life history studies on eastern Pacific fishes. A substantial contribution to the oceanography of eastern Pacific waters will be made. This effort will improve the overall understanding of eastern Pacific fishery resources and should lead to their full development and utilization.

Plan of work.—The scientific staff and research vessel time will be employed to obtain an understanding of variations in the abundance and distribution of Pacific fishes in relation to the environment, to help explain, for example, the causes of the drastic decline in abundance of Pacific sardines, and to predict the likelihood of their return. Other species of fish, such as anchovies, hake, and jack mackerel are also included in these studies, since they are ecologically associated with the sardine. These will be broad investigations, to examine the interactions of marine animals with each other and with the environment.

Research will be directed from the Bureau's Biological Laboratory at La Jolla, Calif.

Need for increase.—4. Basic research in biological oceanography, and ocean surveys (oceanography): An increase of $405,000 is needed for new research to satisfy a fundamental need for information on marine organisms, information not now being obtained by present, applied research programs.

For example, diseases cause high mortalities among some species but the extent that disease limits fish abundance is not known. Population size may be limited in some periods because the young fail to survive beyond certain critical stages. Fishery scientists need to know more about the critical stages and what causes them.

Instrumentation for fishery research and marine biological studies should be improved. It is completely incongrous that, in this age of electronic miracles, most instrumentation for research on living marine resources is still essentially that of the "horse and buggy" days.

Fishery research programs now being carried out by the Bureau are overtaxed to meet everyday problems. It has not been possible to conduct basic studies to provide the fundamental store of information needed to understand, conserve, and improve our yields of marine resources.

The Bureau has a unique opportunity to cooperate on ocean survey programs with the U.S. Navy and the Coast and Geodetic Survey to produce maps of the sea bottom and an atlas of biological and oceanographic conditions for large areas of the oceans. This is a necessary prerequisite to maximum utilization of ocean resources. International cooperation on ocean surveys is being planned through UNESCO. The Bureau plans to join this effort which will enhance high-seas fishery exploration and development.

Plan of work.—Several Bureau laboratories have recently completed new sea water systems and have space for experimental research on behavior and survival of marine organisms under various conditions. In addition, the Bureau has scientists highly qualified as physiologists, geneticists, behaviorists, and pathologists. These men can undertake some of the new research recommended if staff assistants are recruited to help them. Under present plans, basic, experimental research will be undertaken at Boothbay Harbor, Maine, Woods Hole, Mass., La Jolla, Calif., and Honolulu, Hawaii.

We plan also a program of grants or contracts in universities and private research institutions which have capable biologists on their staffs. This will add the efforts of non-Government scientists on these research tasks.

Grants are to be given to universities which specialize in the training of fishery biologists and oceanographers, to enhance the training of scientists.

Bureau scientists and technicians will be placed on the cooperative ocean survey program. Present plans of the Interagency Committee on Oceanography call for surveys to begin in 1963, with two or possibly three ships working in offshore waters of the North Atlantic and Pacific.

The research and surveys mentioned here are part of the national oceanographic program, which is to be carried out over the next 10 years.

Need for increase.—5. North and South Atlantic regions ($170,000 oceanography and $158,000 nonoceanography): An increase of $328,000 is needed for programs to be conducted in this area as follows:

(*a*) $140,000 to operate a new research vessel, the replacement for the *Albatross III*, that will be commissioned early in fiscal year 1963 (oceanography).

(*b*) $158,000 to gather information on the effects of Russian fishing activities on the fish stocks of Georges Bank and adjacent waters (nonoceanography).

(*c*) $30,000 to bring to a more productive level the operations of the Biological Laboratory at Brunswick, Ga. (oceanography).

Plan of work.—(*a*) The new vessel will make regular surveys of fish populations to determine the seasonal distribution and abundance of important commercial species. Spawning concentrations will be delimited and the survival of eggs and larvae determined. Changing oceanographic conditions will be related to changes in fish populations. The program includes a study of bottom fauna and its importance as food for haddock and other valuable species. The full-time operation of this new vessel is essential to our Bureau's fishery-oceanographic research program in the northwestern Atlantic and our commitments and obligations under the International Commission for the Northwest Atlantic Fisheries.

(*b*) To determine the effects of trawling by Russian vessels upon the immediate and long-term supply of groundfish, particularly haddock, on the New

England banks, detailed surveys will be made to investigate changes in size, age composition, and species composition of the groundfish catches, and possible changes in success of U.S. fishing vessels. Results of this work will place the United States in a much stronger position to make such representation as may be necessary through the International Commission for the Northwest Atlantic Fisheries to conserve groundfish stocks and to protect American historical fishing rights.

(*c*) Much data still remain to be analyzed from the nine cruises of the *Theodore N. Gill* made in the South Atlantic in 1953–54. The increase in funds will be used for a small increase in staff so that this work related to past operations can be completed and the information on South Atlantic fishery resources and oceanography made generally available.

Need for increase.—6. Oceanography in the International Indian Ocean Expedition: An increase of $70,000 is required for Bureau participation in the International Indian Ocean Expedition which is being sponsored by the Special Committee on Ocean Research of the International Council of Scientific Unions. This is a cooperative international effort by about 30 nations to improve knowledge of physical oceanographic and biological features of a productive but poorly known part of the world oceans. One of the principal aims is to develop fisheries for use by protein deficient peoples of countries which border the Indian Ocean.

Plan of work.—The Bureau plans to participate in the Indian Ocean Expedition by taking responsibility for fishery aspects of the U.S. biological program. Bureau scientists are to carry out fishery explorations and related biological studies aboard a ship being furnished by the National Science Foundation and operated by the Woods Hole Oceanographic Institution. Research will consist of fishing explorations on the high seas and in little explored coastal areas to make inventories of species present. The information gained will be used for an evaluation of fish production potentials. According to the present international plan, the United States will concentrate its fishery and biological studies in the western Indian Ocean and Japan and Australia will conduct fishery studies in the eastern part.

(*b*) *Inland fisheries*

The estimate of $215,000 is the same as for 1962.

Plan of work.—The inland fisheries research programs for the Great Lakes will be performed by Bureau personnel in cooperation with State fishery agencies, the Province of Ontario, and the Fisheries Research Board of Canada, using one Bureau vessel and two chartered vessels. Frequent measurements will be made of the chemical characteristics of the water to keep check on presence and concentration of man-induced substances, such as pesticides, detergents, and organic pollution. The effects of such substances on the abundance and composition of fish stocks will be determined to see if they may have been factors in the marked decline of the resource. The importance of plankton as fishfood and its susceptibility to a changing environment will be studied. It is known that major changes have occurred in the bottom-living animals (benthos) of the lakes. Criteria will be established that will serve as indices to such changes and their significance.

(*c*) *Shellfish*

The estimate of $525,000 represents an increase of $134,000, all of which is for programs recommended in the national oceanographic program.

Need for increase.—1. Oceanographic programs to meet needs of specific fisheries: An increase of $75,000 is needed for expanded research to determine the cause of oyster mortalities, and for operation and utilization of a new sea water pond system at Oxford, Md.

Mass oyster mortalities which began in Delaware Bay have now spread through Chesapeake Bay. Additional fieldwork and expanded laboratory research will be required to find the causative agent and to develop control measures.

The new sea water system at the Oxford, Md., laboratory will be ready for use in fiscal year 1963. Funds are needed for operation and maintenance of this system and for a new research program utilizing these facilities.

2. New programs in oceanography: An increase of $59,000 is needed to begin laboratory and field research on shellfish genetics and radiobiology. Almost no knowledge exists concerning the methods by which inherited characteristics are passed from one shellfish generation to the next. Such knowledge of genetics

is necessary to develop desirable characteristics such as fast growth and disease resistance. This program is comparable to genetics research in agriculture on which our present high crop yield is based.

In radiobiology, controlled field experiments in confined bodies of water are needed to verify previous laboratory studies of the accumulation of radioactivity and its effect on marine organisms. These studies will later be expanded to natural estuaries. This research, a part of the Bureau's cooperative program with the Atomic Energy Commission, was recommended by the National Academy of Sciences' Committee on Oceanography.

Plan of work.—To continue programs relating to investigations of mollusks of inshore waters, including oysters, clams, and their predators, such as green crabs, sea stars, and drilling snails. The additional funds requested will provide for the following:

1. Oyster mortality studies based at the Oxford, Md., laboratory will include field studies, using the Bureau research vessel in Chesapeake Bay, to determine factors involved in the spread of the disease. In the laboratory, experiments will be conducted to determine methods of transmission of the disease from one oyster to another.

Also, at the Oxford laboratory oysters from various sources will be held in the new sea water ponds to determine their resistance to the oyster disease in an attempt to develop disease-resistant strains of oysters.

2. Genetics research will include controlled breeding of oysters and clams at the Milford, Conn., laboratory to determine principles governing transmission of inherited characteristics. An expert geneticist and supporting personnel will be employed for this work.

Radiobiological experiments will be conducted in outdoor tanks at Beaufort, N.C., to determine accumulation and effect of radioactive substances on marine organisms. Specialized scientific and supporting personnel to carry out this work will be employed.

(*d*) *Designing fish protective devices*

The estimate of $36,000 is the same as for 1962.

Plan of work.—The tremendous water resource development throughout the Nation has resulted in an increasing demand for biological and engineering planning and development of fish protective facilities, including such devices as screens, louvers, ladders, and elevators. Plans must also be developed to assure proper hydraulic conditions compatible with maintenance of the fisheries. The development of mesasures for protecting fish at dams and other barriers is one of the most serious problems facing the fisheries agencies. This work is carried on by a small group of biologists and engineers. Although the activity is headquartered in the Pacific Northwest, assistance is provided in connection with problems resulting from water developments throughout the country.

In addition to funds shown under this activity, additional funds are available under the Saltonstall-Kennedy program, as shown in the following table:

Subactivities	Annual definite appropriation		Saltonstall-Kennedy funds		Total program	
	1962	1963	1962	1963	1962	1963
(*a*) Coastal and offshore research	5,976,000	6,779,000	2,191,700	2,311,000	8,167,700	9,090,000
(*b*) Inland fisheries	215,000	215,000	99,000	99,000	314,000	314,000
(*c*) Shellfish	391,000	525,000	288,200	309,000	679,200	834,000
(*d*) Designing fish protective devices	36,000	36,000			36,000	36,000
Total	6,618,000	7,555,000	2,578,900	2,719,000	9,196,900	10,274,000

4. Research on fish migration over dams

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Research on fish migration over dams	$299,967	$924,000	$1,999,000	+$1,075,000

Research on fish migration over dams

The estimate of $1,999,000 represents an increase of $1,075,000 needed for expansion of effort with regard to programs conducted under this activity.

Need for increase.—Unsolved problems of passing anadromous fish at high dams are delaying the licensing by the Federal Power Commission as well as authorization and construction by Federal agencies of high dams in the Columbia Basin. Serious losses are presently occuring to the fishery resources at recently constructed high dams. Obviously, the licensing of new dams cannot be held in abeyance indefinitely. In view of this, the Secretary of the Interior, in a letter to the Federal Power Commission dated March 15, 1961, requested that no licenses be issued for high dams in the middle Snake River area (Oregon and Idaho) at the present time and indicated his intention, with the concurrence of the President, to initiate immediately a crash research program on the problem of passing migrant salmon and steelhead over dams. The Secretary described the most critical phase of the problem as that of providing safe passage for downstream migrants at high dams. He further stated that the aim of the crash program was to provide at least some significant findings by the end of 1964.

The $524,000 in the regular budget for 1962 carried the emergency studies into the first months of the fiscal year. The $400,000 added in the supplemental appropriation extended the studies to one-half the necessary level of effort. The scientists of the Bureau in collaboration with those of the State fish and game agencies of Washington, Oregon, and Idaho have developed an essential research program which will cost approximately $2 million. This level of expenditure is required if significant findings are to be provided by the end of 1964—a period of only 2½ years. Columbia River salmon and steel head stock which provided an average commercial catch of about 20 million pounds during the period of 1941 to 1949 provided a catch of only 5 million pounds in 1960. Although the sport fishery effort is rapidly expanding, the catches have been seriously affected by the declines in abundance. The primary cause of this decline has been the rapid industrial development of the river. If the serious downward trend of these valuable runs is to be halted, and the runs preserved, the knowledge to be gained from this expanded research effort is essential.

Plan of work.—Fish passage research will be accelerated to the extent of available funds to obtain factual information on the requirements of migrating fish. This will be needed to determine the direction toward which a sound water development program should proceed in the middle Snake River Basin. In fiscal year 1963, it is intended to examine behavior of adult salmon subjected to changes in pressure, or as they approach dams and leave fishway exits at dams; to extend fish-tracking experiments to the Columbia and Snake Rivers; to undertake a large-scale effort in evaluating fingerling passage problems at dams and to develop techniques to reduce losses; to undertake large-scale field tests of fish behavior in the vicinity of dams; and to conduct field experiments to determine the guiding efficiency of an electrical array in a wide range of water velocities. This research work will require the purchase or fabrication and installation of louvers, floating traps, collectors, sorters, and other experimental facilities, and the construction of two experimental flumes—one flume of 100-foot length with necessary circulating pumps and tanks, estimated at $35,000; the other, a 600-foot flume and related equipment, estimated at $420,000. The latter flume will be constructed of concrete, as an open canal, and equipped with intake and outlet water control structures. Since this flume may be located in an isolated area, the construction of access roads, utility lines, and a few small temporary buildings for protection of personnel and equipment used to attend the experiments may be necessary.

5. Fishing vessel mortgage insurance

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Fishing vessel mortgage insurance	$44,180	$51,000	$51,000	

Fishing vessel mortgage insurance

The estimate of $51,000 is the same as for 1962.

Plan of work.—This program provides for the insurance of mortgages given to aid in the construction, reconstruction, or reconditioning of fishing vessels. The funds loaned are provided by banks or other private lending institutions and their loans on mortgages are insured by the Bureau. An insurance premium is paid by the borrower which goes into a revolving fund along with investigation and commitment fees paid by the borrower. This fund will be used to pay any claim which may occur provided the mortgage or loan goes into default. In this circumstance the collateral will be taken over by the Bureau and can be liquidated with the funds obtained being returned to the revolving fund. Work necessary to the administration of this program is performed by the Bureau with legal assistance furnished by the Office of the Solicitor, a unit of the Office of the Secretary.

6. Columbia River fishery facilities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase + or decrease (−)
Columbia River fishery facilities	$1,974,185	[1] $1,945,146	$2,100,000	+$154,854

[1] Includes $30,146 unobligated balance from prior years.

Columbia River fishery facilities

The estimate of $2,100,000 represents a net increase of $154,854 for the program. There is in 1962, in addition to the $1,915,000 available from the 1962 appropriation for the Columbia River fisheries program, an unobligated carryover of $30,146 from prior years. An increase of $185,000 over the 1962 base of $1,915,000 is needed to finance the 1963 program.

Need for increase.—The increase will provide for greater costs of fish foods and other goods and services, as well as for added operation and maintenance of newly constructed fish facilities. Included in the new construction are the following: Dagger Falls ladder (Middle Salmon River), Castille Falls (Klickitat River), Lookinglass Falls (Grande Ronde River), fish screens, and other smaller projects, including stream clearance. Experiments conducted at the hatcheries have demonstrated that greater survival and return of fish can be expected by rearing silver salmon for 13 months and steelhead trout to the size of 10 to the pound before releasing them to make their downstream migrations to the ocean. This additional period of rearing, plus increased costs for commercially prepared fish foods, will result in an increase in operational hatchery costs. A vastly accelerated hatchery evaluation program, including the marking of 10 percent of all fall Chinook to be released from program hatcheries, will be in full operation in fiscal year 1963 and will require additional seasonal help.

Plan of work.—The operation and maintenance of facilities constructed under the Columbia River fishery development program will be continued as in the current year in cooperation with the State fish and game agencies of Washington, Oregon, and Idaho. More than 60 percent of the funds available under this activity is utilized by the cooperating fish and game agencies under contract with the Bureau. Another 25 percent is utilized by the Bureau of Sport Fisheries and Wildlife in operating the six Federal hatcheries. The principal items of work are the following: (1) Operation and maintenance of hatcheries, (2) operation and maintenance of screens, (3) maintenance of stream clearance projects, (4) appraisal of project results, and (5) administration and inspection. Longer hatchery rearing periods than in the current year for silver salmon and steelhead trout will require the employment of additional seasonal help to carry out the fiscal year 1963 hatchery operation programs.

Itemization of estimate—Management and investigations of resources

	Actual 1961	Estimate 1962	Estimate 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$9,880,548	$12,575,682	$15,213,000	+$2,637,318
Comparative transfer from "Operation and maintenance, general," Corps of Engineers, civil, Department of the Army	1,974,185			
Unobligated balance transferred from "Operation and maintenance, general," Corps of Engineers, civil, Department of the Army (Public Law 87-122)		−30,146		+30,146
Transferred to "Operating expenses, Public Buildings Service," General Services Administration (Public Law 87-141)		+4,464		−4,464
Unobligated balance lapsing	19,637			
Appropriation	7,926,000	12,550,000	15,213,000	+2,663,000
Obligations by objects:				
11 Personnel compensation	$4,407,069	$5,401,000	$6,412,000	+$1,011,000
12 Personnel benefits	343,682	413,000	480,000	+67,000
21 Travel and transportation of persons	402,261	380,000	462,000	+82,000
22 Transportation of things	56,278	53,000	65,000	+12,000
23 Rent, communications, and utilities	261,560	343,682	415,000	+71,318
24 Printing and reproduction	103,465	141,000	166,000	+25,000
25 Other services	3,333,629	4,285,600	4,970,000	+684,400
26 Supplies and materials	597,359	710,000	848,000	+138,000
31 Equipment	344,149	655,000	1,142,000	+487,000
32 Lands and structures	1,110			
41 Grants, subsidies, and contributions	33,171	195,000	255,000	+60,000
44 Refunds	550			
Subtotal	9,884,283	12,577,282	15,215,000	+2,637,718
Deduct quarters and subsistence charges	3,735	1,600	2,000	400
Total obligations	9,880,548	12,575,682	15,213,000	2,637,318

General Statement

Chairman Hayden. I will be glad to hear from you, sir.

Mr. McKernan. Just very briefly highlighting the situation with respect to the commercial fisheries of the United States, Mr. Chairman, there have been some rather significant developments and occurrences this past year. One of the most important has been the expansion in the Nation's oceanographic program to attempt to bring us up somewhere near the level of some of the other great fishing and maritime nations of the world, such as the U.S.S.R. and Japan.

This program was endorsed by President Kennedy in his message to Congress last year, in March of 1961, when he stated that the seas around us represent one of the most important resources. If vigorously developed, this resource can be of great benefit to the Nation and all mankind.

Our Bureau has been participating actively in the formation of the national oceanographic program in order to increase our knowledge of the oceans and all their aspects, especially that applicable to the harvest of the living resources of the seas.

FISHING ENCROACHMENT OF FOREIGN NATIONS

The chairman and Mr. Young both indicated a great interest in the expansion of foreign fishing near our coasts. There is a great expansion by both the Soviet Union and Japan, especially the latter. These great nations are fishing in almost all of the oceans of the world. In the North Pacific Ocean, for example, Japan has increased her

take of fish from nothing in about 1951, or very small amounts, close to her shores, until this year, for example, she took about 1,300 million pounds of fish in the Bering Sea, in fact the eastern Bering Sea.

Chairman HAYDEN. I have heard that fish is the basic food of the Japanese people at this time. Is that correct?

IMPORTANCE OF FISH TO JAPAN

Mr. MCKERNAN. Fish is a very important source of meat protein to the Japanese, and they are expanding their fisheries both in the Pacific as well as the Atlantic. The Soviet Union is doing the same, and is fishing very actively in the eastern Bering Sea at the present time, and has had research ships south of the Bering Sea along the coast of Alaska exploring in the areas where we do extensive fishing.

We have always considered these grounds to be more or less our own fishing grounds. The Soviet Union has indicated an interest in these areas, and we expect to be in direct competition with both Japan and the Soviet Union in the eastern North Pacific Ocean off the shores of the United States, including Alaska.

These problems are bearing heavily on us at this time. We are working through the International North Pacific Fisheries Commission in attempting to get maximum cooperation from Japan. Up until the present time, we do not have any active cooperation with Russia on this front, although we do participate with her in the conservation of the fur seal stocks of the North Pacific Ocean.

TUNA

Just very briefly capsulating some of the other happenings in our own fisheries industries during the past year, the tuna fishermen in southern California have been expanding the size of their boats, and they are now competing with Japan and other nations in the Atlantic Ocean, off the shores of Africa, for new tuna resources which have been found in this location.

They have expanded their distant water fishing fleets and are fishing deep into the South Atlantic off the shores of Central and South America, and have learned, through research carried on by the Federal Government and other research agencies, of tuna stocks elsewhere, particularly in the Central Pacific.

IMPORT OF FISHERY PRODUCTS

Of course, the importation of foreign fishery products still remains a rather serious problem in the American fishing industry, and a good deal of the effort of the Bureau is involved in getting information and attempting to help the industry find ways to mitigate the problems involved with increased importation of rather inexpensively produced foreign fisheries products.

SHRIMP

The great shrimp resources of the Gulf of Mexico support the most valuable fishery in the United States, in dollar value of the catch. This particular fishery has had a very serious problem this past year. The resource itself was not available to the fishermen. That is, there was a dearth, a very great shortage, of shrimp, in the Gulf of Mexico,

throughout the whole South Atlantic and Gulf of Mexico area, and the catch was down almost by one-half during 1961. This has caused tremendous economic hardship to the fishermen from Texas clear over to Florida and on up through the Carolinas.

We are altering our own research and survey programs to attempt to learn more about new shrimp beds in deeper waters, and are doing our very best to help the industry in its problems in finding new resources.

Chairman HAYDEN. Is there any logical explanation for this drop?

Mr. MCKERNAN. Yes, Mr. Chairman. Undoubtedly this is, at least to a considerable degree, due to some changes in the environment in the Gulf of Mexico.

Now, our research has not proceeded far enough to explain the precise causes of this dearth of shrimp in the gulf, but we are quite certain that it has been caused by changes in the ocean environment; that is, changes in temperature, changes in amount of fresh water, or changes in the current systems. We are attempting to learn right now the migrations and habits of the shrimp in greater detail, so that we can explain and perhaps predict in advance when we are going to have these fluctuations in the natural abundance of shrimp.

MENHADEN FISHERIES

The great menhaden fisheries, which in fact produce about 40 percent of the total U.S. catch of over 5 billion pounds, had a good season insofar as their catch was concerned this year. They are, however, struggling with increased competition on the marketplace with their fishmeal, which is a product of the menhaden fishery, with such nations as Peru, where in recent years the increase of the capture of anchovies has flooded the world markets with fish meal.

Even so, through the aggressive actions of this industry, through tremendous amounts of economies placed upon themselves, they have been competing in this market quite well. However, the fish oil market throughout the world is in rather bad shape at the present time; and so the menhaden industry is attempting to modify its own research and has been working with our Bureau in attempting to find other uses for the fish oil, such uses perhaps as those for medical purposes as well as other industrial uses.

NEW ENGLAND GROUND FISH

In the case of the New England ground fish fisheries, Mr. Chairman, you will remember we have had some problems with this industry. It is the oldest fishery in the United States. These problems have not been resolved yet, but there is, in my opinion, some sign of life in the New England ground fish industry.

The fishing vessel differential construction subsidy program, authorized by Public Law 86–516, approved June 12, 1960, is being used in New England to construct some newer, larger, and more efficient ground fish vessels, which we hope will compete successfully with the vessels of foreign nations fishing the Grand Banks.

You will remember there are 13 or 14 nations fishing the Grand Banks at the present time. In fact, during this past year the U.S.S.R. has moved down onto George's Bank, right off our own shores of New England, and has been heavily fishing the herring stocks there, and some of the ground fish stocks as well. It simply means that they have their research vessels and their fishing vessels there, and it means more difficult and tough competition for our New England fishermen.

MAINE SARDINES

The Maine sardine industry is in grave economic condition because of serious problems resulting from a recent sharp drop in supply of raw material, apparent changes in the migratory pattern or environment of the fish, and a lack of knowledge of how to efficiently catch and preserve fish taken in open waters. For the past 20 years the supply has undergone but minor fluctuations. In 1961, however, the schools of fish failed to appear on the normal fishing grounds, and consequently the catch dropped to approximately one-fifth of its normal size. Most of these fish were taken from the normal fishing area. Because of the lack of technological information, it has not been possible to harvest or utilize fish available in the open waters.

OYSTERS

One other great fishery has had enormous difficulties in the past few years, and that is the oyster fisheries of the Atlantic coast.

You may remember, Mr. Chairman, that I reported to this committee that a new scourge had hit the oyster industry, a thus far unidentifiable organism called MSX. It is apparently a small funguslike organism, absolutely harmless to man, and yet it has killed oysters in tremendous quantities in both Delaware Bay and the lower Chesapeake.

Our research laboratories, along with the State agencies and with cooperation and encouragement from the industry, have been intensively studying this particular problem, attempting to find disease-resistant strains of oysters. There is some glimmering of hope on the horizon at the present time in Delaware Bay that we may be developing such disease-resistant strains.

Mr. Chairman, I have just briefly highlighted some of the important occurrences this past year, and I will be pleased to answer any further questions.

INCREASES REQUESTED

Chairman HAYDEN. There are three sizable increases included in this estimate. Over $463,000 for marketing and technology, $937,000 for research, and $1,075,000 for research on fish migration over dams.

Will you brief the committee on each of these items, indicating the major requirements for increases?

Mr. McKERNAN. The increase in the management activity, Mr. Chairman, a small increase of $7,000, is for increased charter time of vessels for enforcing our international fisheries obligations. The increase is for enforcement during the heavy summer fishing season in the Pacific Northwest of the United States, where there is intensive fishing by both United States and Canadian fishermen, and the U.S. Government is responsible for this particular enforcement.

TREATIES COVERING FOREIGN FISHING

Senator MUNDT. On the subject of enforcement, you spoke in your statement about the increased encroachment of Russian and Japanese fishing vessels into international waters in our area. Do we have any treaty arrangements with them spelling out how far we can go in their direction and they can come in our direction in fishing?

Mr. McKERNAN. With some countries we do, Senator Mundt.

Senator MUNDT. I am talking about Japan and Russia.

Mr. McKERNAN. In the case of Japan we have an International North Pacific Fisheries Commission. This is an international convention, which does spell out where the Japanese will fish with respect to both salmon and halibut, the two major species that are fished by our fishermen in the eastern North Pacific Ocean.

With respect to Russia, we do not have such a convention at the present time.

We have been studying these problems, the problem of how we would come out in such a convention if Russia were added to this particular convention or a similar one in the North Pacific Ocean.

Senator MUNDT. In the absence of any such convention, how close can Russia come to our shore? Three miles?

TERRITORIAL FISHING LIMITS

Mr. McKERNAN. Three miles. A number of nations, of course, have called for an expansion of the territorial limits, or an expansion of their authority over fishing. Some nations, for example, have even claimed out to 200 miles. Our own interests, by the way, even in fisheries, vary.

For example, in New England, it is, in some instances, with the smaller fleets an advantage to us to have an expanded territorial sea, or at least jurisdiction over fisheries, but on the other hand, some of our distant water vessels in New England do go up off Nova Scotia and off the Grand Banks, and to that extent we might be damaged.

Our shrimp fleets in the Gulf of Mexico, for example, fish fairly close to shore. In fact, they developed the fishery off Tampico and Campeche down off the gulf coast of Mexico, and an expansion of the territorial seas in this area would be very damaging to our great shrimp fisheries. The same is true with respect to our tuna fisheries.

Senator MUNDT. As far as Russia is concerned, if she wanted to, she could come legitimately within 3 miles of our border and fish, in salt water or any other place in the world, and we have the same right vis-a-vis her?

Mr. McKERNAN. Russia can legitimately fish in waters 3 miles or more off our shores. She however, claims a 12 mile limit. Were our vessels to fish off the coast of Russia, she probably would attempt to limit our participation to 12 miles. We do not recognize such limitations since international law now recognizes only a 3-mile jurisdiction.

EFFECTS OF 12-MILE LIMIT

Senator MUNDT. Would it be good or bad if we claimed 12 on our side?

Mr. McKERNAN. From the standpoint of the North Pacific fisheries, it would be of some advantage. From the standpoint of the shrimp fishermen and, to a lesser extent, the tuna fishermen and New England groundfish fishermen, and Pacific Northwest trawl fishermen, who fish off the coast of Canada, it would be bad.

Senator MUNDT. In what way?

Mr. McKERNAN. Because they fish inside of 12 miles of Canadian waters, for example, at the present time. That is, our trawl fisheries, fishing bottom fish in the Pacific Northwest, fish in Hecate Strait. This is the strait between some of the British Columbian islands and the mainland.

We have fished for, perhaps, 50 years, in these areas, for bottom fish. The 12-mile limit would exclude us from these particular fishing grounds that U.S. fishermen have developed.

The same is true with the shrimp fishermen in the gulf. A 12-mile territorial limit would hurt us, because many of our fishermen fish closer to shore than 12 miles.

Senator MUNDT. To Mexico?

Mr. McKERNAN. To Mexico, yes, and the same is true with tuna.

Senator MUNDT. Then this extra vessel you are asking for—is this a kind of patrol vessel or police vessel to see whether everybody is fishing in the right place?

Mr. McKERNAN. In this instance it is an increase in the charter costs. At the present time we are only chartering these vessels for about 2½ months during the summer, and there are still very active fisheries beyond this time.

Our enforcement people inform me that these vessels ought to be patrolling for about 4 months, instead of 2½ months. This is about what the requested funds will provide.

MARKETING AND TECHNOLOGY

In the marketing and technology activity, the increase of $463,464 consists of several important items.

ECONOMICS

There is an increase of $75,000 for economic studies. In this instance, we are aware that the problems in some of the American fisheries are economic, rather than biological. That is, they do not involve the resources as much as they do the marketplace. We think these problems are going to increase, because of the Common Market

situation in Europe and the increased activity in these fishing nations of the world who are bringing in tremendous quantities of their products into the U.S. market.

We are attempting to develop indexes and predictions as to what these are, in order to predict, both for the National Government as well as for the industry, what the status of these fisheries might be in the future.

EXPLORATORY FISHING AND GEAR RESEARCH

There is $162,000 for an increase in exploratory fishing and gear research, in order to make our fishermen more competitive with those who are now fishing even on what we have considered our own fishing grounds and, yet, are capturing the U.S. markets.

Part of this increase is for explorations in New England waters, where, of course, if we can learn more about the resources than the Russians or others, right off our coast, perhaps we can provide an economical environment for our New England fishermen.

We are doing such things as attempting to extend the fisheries beyond the traditional fishing grounds, take them out into deeper waters. This requires, of course, different kinds of fishing gear and different kinds of power on the boats themselves. In our opinion, however, these are the only ways to compete successfully with these foreign fishing nations; that is, to keep ahead of them technologically and researchwise.

EFFORTS OF INDIVIDUAL FISHERMEN

Senator MUNDT. Do fishermen do anything at all to find better fishing grounds and better ways to fish, or does the Government have to point out to them how to fish, how to bait the hook, how to catch the fish?

Mr. MCKERNAN. No; the fishermen do a great deal of this themselves, Senator. Of course, many of these programs are tremendously costly, and fishermen, or even a group of fishermen, can hardly stop their fishing, stop making their livelihood, in order to go out into unknown areas.

It is true that, in areas where it appears that the fishermen themselves cannot support these researches and explorations, then the Government has attempted to help them. We do use good judgment as to how far Government should go, in such explorations. When we find the resources we publish information and bring it to the fishermen's attention. From there on it is up to them.

Now this has worked in two or three places. Right now, for example, an enormous scallop fishery is developing off the Florida coast. Our research boats found there what we think may be among the largest scallop beds in the world. Now an industry has started, and they have apparently invested well over a million dollars already in developing ways of harvesting these and ways of handling them. This is an investment by industry itself.

MARKET NEWS

We have asked for an increase of $50,000 for increased operational costs and mechanization of our market news activities. In market news, we attempt to provide information to the industry about the

resources being caught. In other words, we attempt to try to bring buyer and seller together.

This is a daily activity, and we have offices in major fishery centers of the country, such as New York, Seattle, San Pedro, and Chicago to do that.

SHARING OF COSTS

Senator MUNDT. On the question of providing marketing services for livestock, the chairman of the companion committee to this, Senator Russell, of Georgia, of our Agricultural Subcommittee, pretty much insists that the stock industry, or State involved, share in this marketing cost on a 50–50 basis. What is the attitude of the Department of the Interior?

Mr. MCKERNAN. Well, to a considerable degree, the kind of marketing services we are providing for the industry approximate quite closely those of the Agriculture Department at the present time. We have not gone beyond what are being provided in the Department of Agriculture now to a considerable degree.

This market news service is quite old. I think it has been carried on for about 25 years or so, and it in a sense was an attempt to see that the fisherman himself obtained the maximum price for the product when he brought in large quantities of fish. People in such buying places, marketplaces, as Chicago, learned of this and learned of it rapidly, so that they could bid and take advantage of this.

Senator MUNDT. Do the fishermen or the States involved contribute anything to this?

Mr. MCKERNAN. The States involved do contribute statistics very rapidly.

Senator MUNDT. No; I am talking about the cost of publishing and projecting the service.

Mr. MCKERNAN. Well, in a sense what they do is aid in the participation, by participating in the program. But they do not provide direct costs which come to us for expenditures. In other words, they do work with us, the fishing States throughout the United States, in both statistics as well as in market news.

Senator MUNDT. How much does the whole reporting and marketing service cost us annually?

Mr. MCKERNAN. It cost us $519,000 out of this appropriation during 1962.

Senator MUNDT. It would total $569,000 if you get your extra $50,000?

Mr. MCKERNAN. Correct, Senator.

STATISTICS

A small increase for our statistics: We are the depository. We compile the fishery statistics of the United States, much like other Government departments do for other areas of our economy, and in this regard, for example, this year, we are budgeted for $303,536 out of this appropriation. We are asking for a $36,464 increase principally for some automatic data processing equipment to attempt to put these statistics out on a more current basis for use by other Government departments and for other uses generally throughout the United States.

TECHNOLOGICAL RESEARCH

We have asked for a $120,000 increase for research for protein research, for our technological research program. These are more fundamental studies of the makeup of fish proteins, attempting to understand the chemical composition and the features of storage and the problems of denaturation of the proteins themselves.

FOREIGN FISHERIES AND TRADE

We have a Branch of Foreign Fisheries and Trade, where we attempt to keep up on international trade and markets. We have asked for a $20,000 increase in this.

BIOLOGICAL RESEARCH

In the "Research" activity, there is an increase of $937,000 over the amount available in 1962 which includes the nonrecurring item of $1,500,000 in 1962 which was for the emergency salmon research program scheduled to terminate in that year. The 1963 estimate represents an increase of $2,437,000 over the base.

Of the $2,437,000, $1,122,000 is the amount required for the Bureau's participation in the necessary expansion of the biological aspect of the Nation's oceanographic effort.

The remaining $1,315,000 is needed for research not included in the oceanography program but essential within the Bureau's responsibility to meet new situations which have developed in the fisheries. These important items include:

$510,000 for biological research on salmon and related species in Alaska and the Pacific Northwest, as a basis for improved management;

$197,000 for biological investigations in areas off Alaska and the Pacific Northwest that are or may be fished by foreign trawl fleets;

$450,000 for research on salmon and related species on the high seas of the North Pacific Ocean and Bering Sea, to strengthen the United States in negotiation with Japan and the Soviet Union;

$158,000 to gather information on the effects of Russian fishing activities on the fish stocks of Georgia Bank and adjacent waters.

Did the chairman ask for all of our increases, or just those in marketing and technology and research?

Chairman HAYDEN. $1,075,000 in research. This is over dams?

RESEARCH ON FISH MIGRATION OVER DAMS

Mr. MCKERNAN. Over dams. Yes. We have asked for a $1,075,000 increase for research on fish migration over dams. There is a large program of river development in the Columbia River, as this committee well knows.

There is one remaining problem that remains with respect to maintaining fishery runs in view of these dams, and that is the problem at high dams.

Now, we have been successful in the last 15 or 20 years in our research in finding means of successfully passing adult salmon up over relatively low dams, up to about a hundred feet in height, and bringing the young fish back down.

These are salmon, migratory fish, which migrate upstream to spawn and die.

Chairman HAYDEN. I thought you said in your statement—I must have read it inaccurately; I read it rather fast—that you had caught salmon or had tested salmon that could climb a mile high straight up.

Mr. MCKERNAN. That is right. We have them in the laboratory.

Chairman HAYDEN. If they can do it in the laboratory, can't they do it in the stream?

Mr. MCKERNAN. Yes, we think probably they can.

COST OF FISH DAMS

The trouble with high dams: If you go to build a fish ladder to take these fish up 700 feet high, then you run into tremendous cost problems. So what we are trying to do is to find ways to do this in the most economical fashion.

Now, we have not known exactly how much, in the case of stresses and strains, the salmon would take at one time. After all, under natural conditions they pass this height over many, many miles. Now they are being required to do this in the matter of a mile or two.

We have found that the salmon can in fact climb great distances. We are quite certain of this from our laboratory studies. And now we are trying to find the most efficient way, the most economical way, to put them over these high dams.

SNAKE RIVER DAM

There remains a very major problem in the middle Snake River; in Senator Dworshak's area, in fact. And there is quite a controversy as to whether a very high dam on the Snake River system below the mouth of the Salmon should be constructed in that area, or whether it should be constructed above the mouth of the Salmon River. The Salmon River is a tributary of the Snake River, which is a tributary of the Columbia River. And it has the major salmon run in the Columbia River at the present time, in the neighborhood of 240,000 salmon, if my memory serves me correctly.

Some engineers say it would be much more efficient to construct this dam down below the mouth of the Salmon, and flood control and power would be much better developed if this dam were constructed. On the other hand, conservationists and fisheries people feel that it could wipe out this last large tremendously valuable salmon run.

The Secretary of Interior has indicated that he would like to carry on a full program in this area, to see whether or not the salmon can be successfully passed over a 600- or 700-foot dam. And for this reason, we have asked for a rather sizable amount of money in order to carry out this objective.

If it could be done, it might mean the construction of perhaps a more efficient dam; although I am not an expert in these matters. If it is not successful, then it would be perhaps in the public interest to put this dam further upstream, where perhaps some loss in power might occur, and yet you would save these tremendous runs of fish.

In a sense, this is the last difficult problem remaining in fish passage.

PROGRESS ON CRASH PROGRAM

Senator DWORSHAK. Mr. Chairman, could I ask Mr. McKernan at that point: What progress has been made during the past year on that crash program which was started about a year ago? You had over a million dollars, did you not, for this year, on that program?

Mr. MCKERNAN. It was $1,176,732, including $252,732 of SK funds. But we have made some rather substantial progress. We started last spring a little later than this. We have gotten together a staff. We have set up a program and are working actively with State participation in this program at the present time. We have put some sizable test installations in the stream, where we are trying, on a pilot plant basis, some of the research results that have been found in the laboratory, such things as electrical fish guiding, such things as attempting to use the louvers, Senator, that you will remember were successful in certain parts of the Sacramento River. In a sense, we have tooled up during this past year for studies of the large downstream migration this coming spring. This is our major accomplishment during the past year. But I am very much encouraged, very enthusiastic over our progress so far.

Senator DWORSHAK. In your statement you say: "This is one problem we have not"—and the "not" is underlined—"solved, how to pass fish over high dams."

Isn't the real problem getting the small fish back downstream over the dams? Is that not more difficult than going up?

Mr. MCKERNAN. Yes; and I meant to imply both of these problems in my statement, Senator.

COOPERATION WITH IDAHO POWER CO.

Senator DWORSHAK. Can you tell us very briefly what has been accomplished through the cooperative program between three or four Federal agencies, Idaho Fish and Game Department, and Idaho Power Co. in handling salmon through that extensive program of the private power company, for which it is paying at Brownlee and Oxbow Dams?

That is very vital to your overall program is it not?

Mr. MCKERNAN. Yes; it is, Senator. There has been active cooperation, better cooperation in the last year or two, since the Idaho Power Co. hired a scientist to work with the Federal Government and the State governments involved.

We have been trying to find out why the fish which were passed above this Brownlee Dam, the Idaho Power Co. dam, did not successfully spawn and send the young back down the stream.

PROBLEM ATTENDING MIGRATION

We found, for example, in years when we should have had 22 or 23 million downstream migrants coming back down to be collected in the big collection systems that were in effect at that time, we got more like 100,000 or 200,000 young. We have been studying this very actively. There are some very serious complications.

In the first place, the facility that was put in to collect the young fish in the forebay has not collected them. Holes have developed, and they have gone through to be chewed up in the turbines going down through this high dam and are picked up in great quantities by sea gulls down at the base of the dam.

The water temperatures in the forebay of the dam itself have not been conducive to the growth and health of the young fish moving down, and apparently the adults have been damaged in the rather crude methods that are being used to put them above the dam, and many of them have not spawned successfully.

For this reason, we have lost major portions of that run, which formerly was so very valuable to the State of Idaho, to your State, that went up and spawned above there. We believe these can be overcome, but it certainly will take major efforts in this regard. This is what we are doing at the present time.

LOSS IN MIGRATION

Senator DWORSHAK. What percentage of the downstream migration do you think is lost now? That is, what percentage will finally reach the ocean?

Mr. MCKERNAN. Of those just going into this area above Brownlee?

Senator DWORSHAK. Coming down through Brownlee and Oxbow.

Mr. MCKERNAN. Well, at the present time, of the potential egg deposition, from the females that are put up above, we think a way upward of 90 percent are lost before they hit the sea. Above 90 percent.

Senator MUNDT. What would you consider normal?

Mr. MCKERNAN. We would think about 50 percent or something like this would be normal. In fact, the present losses are so exorbitant that if we do not find an answer, we are going to lose this segment of the Columbia River run. Most of us believe that.

Senator DWORSHAK. That is up above the mouth of the Salmon?

Mr. MCKERNAN. Yes, this is at Brownlee about the mouth of the Salmon. This is a relatively small segment of the Columbia River run, and yet a very important one.

The numbers, by the way, are in the general magnitude of 20,000 salmon, whereas the numbers into the Salmon River, which enters the Snake River below this area, are in the neighborhood of 200,000 to 300,000 salmon.

EXPENDITURES OF IDAHO POWER CO.

Senator DWORSHAK. Do you know how much Idaho Power has spent in these various experimental programs so far?

Mr. MCKERNAN. They have spent great sums of money. If my memory serves me correctly, in the general magnitude of $5 million or so.

Senator DWORSHAK. I think it is between $7 and $8 million right now.

Mr. MCKERNAN. Yes. It certainly may well be.

COOPERATION BY THE COMPANY

Senator DWORSHAK. In other words, there is no lack of cooperation on the part of the private power company in cooperating fully with all of the Federal and State agencies in trying to reach some solution. You have had complete cooperation, have you not?

Mr. MCKERNAN. We are having good cooperation now. I would be less than honest if I did not say that we have had some difficulty with this particular company in the past. They have a very excellent scientist working with them now, and it seems to me that they are trying their very best to correct these various problems. I do not think they felt the problems were as serious, during the first stage of this.

Senator DWORSHAK. You think, then, there was not the proper cooperation a year or 2 or 3 ago?

Mr. MCKERNAN. Yes, that is correct. I do not think there was proper cooperation.

Senator DWORSHAK. Do you not think that much of the misunderstanding and the lack of progress stemmed from the fact that the various Federal agencies charged with responsibility had not worked out successful programs, and that everybody faced a serious challenge, and there seemed to be confusion, and not a real lack of cooperation, or an unwillingness to expend money? If they have spent $7 or $8 million, certainly they have had no hesitancy to provide necessary money for the program.

Mr. MCKERNAN. Well, I certainly do not mean any implication, nor do I mean to put special onus on this company. But in answering your previous statement, I attempted to take into account the state of our knowledge at that time, and the problems, and some confusion that did exist. I certainly recognize that. But I believe that I took that into account in my previous statement, Senator.

MIGRATION OVER BROWNLEE DAM

Senator DWORSHAK. How high is Brownlee Dam?

Mr. MCKERNAN. It is about 300 feet.

Senator DWORSHAK. Which is materially higher than the lower Snake River dams?

Mr. MCKERNAN. A much more difficult problem, yes.

Senator DWORSHAK. And without any desire on my part to criticize any of the Federal agencies which have this program under their supervision, is it not a fact that up until the last 2 or 3 years after the construction of Brownlee Dam, there was virtually no information available which would facilitate migration of salmon upstream and the migration downstream of the small fish?

Mr. MCKERNAN. It is certainly true that the knowledge that we had was insufficient to solve this problem at that time.

Senator DWORSHAK. I am glad to have you say that, because I have been up during the congressional recess to visit that area, and while I am not an expert, I am interested, like everybody, in conserving the salmon run, and I have been impressed by the fact that there seems to be a groping around to work out a program.

For instance, your people are supervising this new spawning pond, are they not?

SPAWNING CHANNELS

Mr. McKERNAN. Yes, spawning channels. And there are ponds connected with it, yes.

Senator DWORSHAK. Have those been successful?

Mr. McKERNAN. The experimental results are very promising. Here, again, the quality of the water must be followed very carefully. If you can get proper water quality and temperatures, then it appears to me that these show great promise, Senator.

Senator MUNDT. What is going to happen to those adult salmon? I thought salmon always returned to the place of their birth.

Mr. McKERNAN. They do.

Senator MUNDT. To spawn. How are they going to get back to that spawning point?

Mr. McKERNAN. These ponds are running water, and we would surmise they would come back to the place from whence they were hatched and reared.

Senator MUNDT. Are you going to tag them, or something, so that you can tell?

Mr. McKERNAN. Yes, we do this regularly. In fact, we have developed an electronic tag, and we have been able to follow these fish in our studies at the base of these dams by this electronic tag and watching their progress across the face of dams, trying to see what sort of flow conditions and attraction conditions will more efficiently bring them to the place. It saves water and actually saves money by attempting to know exactly what their habits are, and what does attract them.

PURPOSE OF SPAWNING CHANNELS

Senator DWORSHAK. Do you not think you ought to explain to the subcommittee that in the spawning development you divert the salmon going upstream, so that it is not necessary to raise them over the high Brownlee Dam, and you try to get them to spawn in this spawning pond or these ponds below the dam?

Mr. McKERNAN. Yes, we have carried on some experiments this past year below Brownlee. And here we have been trying to see whether or not we could successfully bring the salmon up and hold them and mature them below and then have them spawn in this artificial spawning area, and then have the young go down. We have not been particularly successful in this experiment.

Senator MUNDT. Maybe you ought to wire it to play "Home Sweet Home," so that the salmon will think he is where he is supposed to be.

Mr. McKERNAN. We do anything to find a solution, Senator.

Senator DWORSHAK. I am surprised Senator Mundt does not inquire why the salmon are not as self-reliant as the catfish in my State.

Mr. McKERNAN. On the evolutionary scale, a catfish is a very special and highly developed kind of fish.

Senator MUNDT. A friend of the common people.

Senator DWORSHAK. The Idaho Fish and Game Department also are cooperating in these special programs?

Mr. McKERNAN. Very special cooperation exists at the present time, sir.

COLUMBIA RIVER CONSTRUCTION

Senator DWORSHAK. And does this $1,635,000 which you are asking for construction and related purposes to carry out the objectives of the Columbia River fisheries program relate in any way to this crash program, or is that a continuation of the original fish sanctuary program which started in 1949?

Mr. MCKERNAN. That is a continuation of the Columbia River fishery development program, where we do have cooperation with the States of Idaho, Washington, and Oregon.

Senator DWORSHAK. I will not take the committee's time, but at this point, will you give us a breakdown on how that money would be spent, with allocations to the various States in the basin and the kind of work, whether fish hatcheries are being built, or channelization, or whatever it is?

Mr. MCKERNAN. To the best of my ability, Senator, yes.

Senator DWORSHAK. Thank you, Mr. Chairman.

(The information referred to follows:)

Columbia River Fishery Development Program

Summary of construction—All agencies

	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries:									
Bureau of Commercial Fisheries	$3,807,000	$3,807,000				$3,680,000			
Oregon Fish Commission	2,707,000	2,512,000		$82,000	$113,000	2,419,000	$20,000	$63,000	$30,000
Oregon Game Commission	500*000	500,000				500,000			
Washington Fisheries Department	4,572,000	4,572,000				4,291,000			
Washington Game Department	1,227,000	1,202,000			25,000	1,157,000	25,000		
Total	12,813,000	12,593,000		82,000	138,000	12,047,000	45,000	63,000	30,000
Operational studies:									
Bureau of Commercial Fisheries	3,012,000	282,000	$500,000	510,000	1,720,000	102,000	500,000	750,000	470,000
Idaho Department of Fish and Game	76,000	76,000				5,000			
Oregon Fish Commission	145,000	145,000				57,000			
Oregon Game Commission	60,000	60,000							
Washington Fisheries Department	139,000	139,000				60,000			
Total	3,432,000	702,000	500,000	510,000	1,720,000	224,000	500,000	750,000	470,000
Project appraisal:									
Bureau of Commercial Fisheries	318,000	308,000	10,000			307,000			
Idaho Department of Fish and Game	311,000	311,000				298,000			
Oregon Fish Commission	314,000	314,000				313,000			
Washington Fisheries Department	225,000	225,000				212,000			
Total	1,168,000	1,158,000	10,000			1,130,000			
Screening of diversions:									
Bureau of Commercial Fisheries	65,000	5,000	60,000			5,000			
Idaho Department of Fish and Game	858,000	415,000	213,000	155,000	75,000	329,000	75,000		
Oregon Game Commission	599,000	562,000	37,000			492,000			
Washington Fisheries Department	145,000	50,000	60,000	35,000					
Washington Game Department	20,000			20,000					
Total	1,687,000	1,032,000	370,000	210,000	75,000	826,000	75,000		

Stream improvement:									
Bureau of Commercial Fisheries	198,000	198,000	----------	----------	----------	198,000	----------	----------	----------
Idaho Department of Fish and Game	842,000	218,000	48,000	256,000	320,000	171,000	320,000	----------	----------
Oregon Fish Commission	4,328,000	713,000	306,000	461,000	2,848,000	449,000	1,738,000	885,000	225,000
Washington Fisheries Department	2,584,000	2,071,000	106,000	12,000	395,000	1,894,000	180,000	215, 00	----------
Total	7,952,000	3,200,000	460,000	729,000	3,563,000	2,712,000	2,238,000	1,100,000	225,000
Administration and inspection: Bureau of Commercial Fisheries	1,260,000	836,000	91,000	104,000	200,000	826,000	90,000	101,000	38,000
Agency totals, construction:									
Bureau of Commercial Fisheries	8,660,000	5,436,000	661,000	614,000	1,920,000	5,118,000	590,000	851,000	508,000
Idaho Department of Fish and Game	2,087,000	1,020,000	261,000	411,000	395,000	803,000	395,000	----------	----------
Oregon Fish Commission	7,494,000	3,684,000	306,000	543,000	2,961,000	3,238,000	1,758,000	948,000	255,000
Oregon Game Commission	1,159,000	1,122,000	37,000	----------	----------	992,000	----------	----------	----------
Washington Fisheries Department	7,665,000	7,057,000	166,000	47,000	395,000	6,457,000	180,000	215,000	----------
Washington Game Department	1,247,000	1,202,000	----------	20,000	25,000	1,157,000	25,000	----------	----------
Grand total, construction	28,312,000	19,521,000	1,431,000	1,635,000	5,696,000	17,765,000	2,948,000	2,014,000	763,000

Bureau of Commercial Fisheries

Construction

Project	Funds available and required					Expenditures to June 30, 1961	Completion program		
	Total estimated cost	Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries:									
Abernathy	$542,000	$542,000				$422,000			
Carson	477,000	477,000				477,000			
Eagle Creek	470,000	470,000				470,000			
Little White Salmon	612,000	612,000				612,000			
Spring Creek	492,000	492,000				492,000			
Willard	650,000	650,000				650,000			
Willard Laboratory	564,000	564,000				557,000			
Subtotal	3,807,000	3,807,000				3,680,000			
Operational studies:									
Development of fish cultural techniques	1,582,000	207,000	$260,000	$260,000	$855,000	68,000	$285,000	$320,000	$250,000
Improvement of natural habitat	774,000	35,000	103,000	128,000	508,000	19,000	113,000	260,000	135,000
Predator control studies	270,000	30,000	70,000	55,000	115,000	14,000	30,000	70,000	15,000
Controlled natural rearing	386,000	10,000	67,000	67,000	242,000	1,000	72,000	100,000	70,000
Subtotal	3,012,000	282,000	500,000	510,000	1,720,000	102,000	500,000	750,000	470,000
Project appraisal: Biological and planning surveys	318,000	308,000	10,000			307,000			
Stream improvement:									
Eagle Creek fishway (lower)	75,000	75,000				75,000			
Elkhorn Falls fishway	104,000	104,000				104,000			
River Mill Dam fishway	19,000	19,000				19,000			
Subtotal	198,000	198,000				198,000			
Screening of diversions: Umatilla River	65,000	5,000	60,000			5,000			
Administration and inspection: Coordination, administration, and inspection	1,260,000	836,000	91,000	104,000	229,000	826,000	90,000	101,000	38,000
Total, construction (Bureau of Commercial Fisheries)	8,660,000	5,436,000	661,000	614,000	1,949,000	5,118,000	590,000	851,000	508,000

Idaho Department of Fish and Game

Construction

Project	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Operational studies: Development of fish cultural techniques	$75,000	$75,000				$5,000			
Project appraisal: Biological and planning surveys	311,000	311,000				298,000			
Screening of diversions: Salmon River	858,000	415,000	$213,000	$155,000	$75,000	329,000	$75,000		
Stream improvement:									
Fishways:									
Dagger Falls	184,000	184,000				171,000			
Lewiston Dam	80,000		5,000	50,000	25,000		25,000		
Selway Falls	536,000	25,000	10,000	206,000	295,000		295,000		
	800,000	209,000	15,000	256,000	320,000	171,000	320,000		
Stream clearance	43,000	10,000	33,000						
	843,000	219,000	48,000	256,000	320,000	171,000	320,000		
Total, construction (Idaho)	2,087,000	1,020,000	261,000	411,000	395,000	803,000	395,000		

OREGON FISH COMMISSION

Construction

Project	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries:									
Big Creek	$437,000	$370,000		$32,000	$35,000	$370,000		$17,000	$18,000
Bonneville	413,000	367,000			46,000	367,000		46,000	
Cascade	683,000	613,000		50,000	20,000	597,000	$20,000		
Cedar Creek	333,000	321,000			12,000	310,000			12,000
Hood River	20,000	20,000				20,000			
Klaskanine	511,000	511,000				446,000			
Ox Bow	310,000	310,000				309, 00			
Total	2,707,000	2,512,000		82,000	113,000	2,419,000	20,000	63,000	30,000
Operational studies:									
Development of fish cultural techniques	79,000	79,000				5,000			
Controlled natural rearing	66,000	66,000				52,000			
Total	145,000	145,000				57,000			
Project appraisal: Biological and planning surveys	314,000	314,000				313,000			
Stream improvement:									
Fishways:									
Clatskanie River Falls	26,000	26,000				26,000			
Eagle Creek Falls (middle)	52,000	52,000				52,000			
Goble Creek	23,000	23,000				23, 00			
Klaskanine River	7,000		$1,000	6,000					
Lookingglass Falls	24,000	24,000				5,000			
Lostine River	32,000	6,000	26,000						
Mary's River	55,000			55,000					
Minam River (upper)	67,000	67,000							
Minor Fishways	45, 00	14,000		31,000		14,000			
Punchbowl Falls	88,000	88,000				88,000			
Scappoose Creek Falls	32,000	32,000				32,000			
Sucker Creek	24,000	4,000	20,000						
Umatilla River No. 1	115,000		10,000	105,000					
Umatilla River Nos. 2 and 3	278,000				278,000		53,000		225,000
Wiley Creek	34,000	30,000	4,000			1,000			
Willamette Falls	2,440,000	108,000	225,000	224,000	1,883,000	46,000	1,450,000	433,000	
Yamhill No. 1	69,000	29,000		40,000					
Scappoose Creek No. 2	13,000	13,000				1,000			

North Santiam Falls	120,000	5,000			115,000		115,000		
Tualatin River	14,000				14,000		2,000	12,000	
North Yamhill	98,000				98,000		18,000	80,000	
River Mill Dam	410,000				410,000		50,000	360,000	
	4,066,000	521,000	286,000	461,000	2,798,000	288,000	1,688,000	885,000	225,000
Stream clearance	262,000	192,000	20,000		50,000	161,000	50,000		
	4,328,000	713,000	306,000	461,000	2,848,000	449,000	1,738,000	885,000	225,000
Total, construction (Oregon fish)	7,494,000	3,684,000	306,000	543,000	2,961,000	3,238,000	1,758,000	948,000	255,000

Oregon Game Commission

Construction

Project	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries: Gnat Creek	$500,000	$500,000				$500,000			
Operational studies:									
Development of fish cultural techniques	37,000	37,000							
Improvement of natural habitat	17,000	17,000							
Predator control studies	6,000	6,000							
Subtotal	60,000	60,000							
Screening of diversions:									
Hood River	3,000	3,000				3,000			
John Day River	425,000	425,000				425,000			
Walla Walla Basin	53,000	28,000	$25,000			4,000			
Wallowa Basin	12,000		12,000						
Wasco River	3,000	3,000				3,000			
Willamette River	103,000	103,000				57,000			
Subtotal	599,000	562,000	37,000			492,000			
Total, construction (Oregon game)	1,159,000	1,122,000	37,000			992,000			

WASHINGTON STATE DEPARTMENT OF FISHERIES

Construction

Project	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries:									
Cowlitz	$106,000	$106,000				$106,000			
Elokomin	566,000	566,000				541,000			
Grays River	666,000	666,000				437,000			
Kalama	928,000	928,000				928,000			
Klickitat	649,000	649,000				649,000			
Toutle	633,000	633,000				633,000			
Washougal	1,024,000	1,024,000				997,000			
Subtotal	4,572,000	4,572,000				4,291,000			
Operational studies:									
Development of fish cultural techniques	30,000	30,000							
Predator control studies	32,000	32,000				2,000			
Controlled natural rearing	77,000	77,000				58,000			
Subtotal	139,000	139,000				60,000			
Project appraisal: Biological and planning surveys	225,000	225,000				212,000			
Screening of diversions:									
Upper River	95,000		$60,000	$35,000					
Walla Walla River	10,000	10,000							
Yakima River	40,000	40,000							
Subtotal	145,000	50,000	60,000	35,000					
Stream improvement:									
Fishways:									
Abernathy Falls	24,000	24,000				24,000			
Cedar Creek Falls	71,000	71,000				71,000			
Cowlitz Minor Falls	7,000	7,000				7,000			
Kalama River Falls	225,000	225,000				225,000			
Klickitat Falls (lower)	193,000	193,000				193,000			
Klickitat Falls (upper)	387,000	387,000				387,000			
Little Naches Falls	32,000				$32,000		$32,000		
Mill Creek	14,000	14,000				14,000			
Minor Falls correction	347,000	289,000			58,000	199,000	58,000		
Minor Fishways	8,000	8,000				8,000			

Scantigrease Falls	54,000	54,000				54,000			
Upper River	80,000		68,000	12,000					
Washougal River Falls	118,000	118,000				118,000			
Wind River	492,000	402,000			90,000	402,000	90,000		
Subtotal	2,052,000	1,792,000	68,000	12,000	180,000	1,702,000	180,000		
Stream clearance	532,000	279,000	38,000		215,000	192,000		$215,000	
Subtotal	2,584,000	2,071,000	106,000	12,000	395,000	1,894,000	180,000	215,000	
Total, construction (Washington State Department of Fisheries)	7,665,000	7,057,000	166,000	47,000	395,000	6,457,000	180,000	215,000	

Washington State Department of Game

Construction

Project	Total estimated cost	Funds available and required				Expenditures to June 30, 1961	Completion program		
		Available to June 30, 1961	Appropriated, fiscal year 1962	Budget, fiscal year 1963	Additional to complete		Fiscal year 1964	Fiscal year 1965	Fiscal year 1966
Fishery management, hatcheries:									
Beaver Creek	$706,000	$706,000				$664,000			
Naches	26,000	1,000			$25,000	1,000	$25,000		
Skamania	495,000	495,000				492,000			
Subtotal	1,227,000	1,202,000			25,000	1,157,000	25,000		
Screening of diversions: Walla Walla River	20,000			$20,000					
Total, construction (Washington game)	1,247,000	1,202,000		20,000	25,000	1,157,000	25,000		

RESEARCH ON FISH FLOUR

Chairman HAYDEN. If there are no further questions, I will ask this: Last year, in addition to the requests contained in your budget, Congress provided funds for research on the manufacture and use of fish flour and on the fishery programs for the rice areas. Will you tell the committee what has been done with these funds and how much is needed to continue the program during the coming fiscal year?

Mr. MCKERNAN. In the case of the fish flour or fish protein concentrate studies, we have been evaluating these programs throughout the world. The committee may be aware of the fact that there is a feeling among nutritionists throughout the world that perhaps supplementation of protein from cereals with a very small percent of animal protein concentrate from fish would help alleviate malnutrition in many parts of the world, and in fact in some parts of the United States, if it were possible to use this fish protein concentrate here.

By the way, the proportions or the concentrations that they are thinking about are in the neighborhood of 5 to 10 percent of required total protein intake.

There has been research carried on in various parts of the world in this regard. We have been contributing through the Food and Agricultural Organization of the United Nations to a study of these various manufacturing techniques.

We have obtained the services of a very highly skilled man from the Masachusetts Institute of Technology, who is examining these processes to find out which one would produce the most nutrition material in the very cheapest and most efficient manner.

Right at the present time, of course, there is some question as to what the Food and Drug Administration will allow to go into the processing of fish flour or fish protein concentrate, but we are hopeful that during the next year we can resolve these problems. Perhaps the development of a fish protein concentrate might be a very major factor in providing adequate diet to people of developing countries, and also a very cheap supplement to the diet in some areas of the United States where at least protein malnutrition does occur.

AREAS OF PROTEIN DEFICIENCY

Senator YOUNG. Which areas are these?

Mr. MCKERNAN. Some areas in the Southeastern United States, I am told have problems with animal protein deficiency in the diet.

Senator YOUNG. I did not know we were short of food any place.

Mr. MCKERNAN. In fact, I am told, Senator, that among some transient workers here on the shores of Chesapeake Bay, the children of these particular people are suffering from protein deficiencies.

Senator YOUNG. Could we not get them to eat more high protein North Dakota wheat?

Mr. MCKERNAN. With that North Dakota wheat, if they would put in just a little of this fish concentrate, they would have a completely balanced diet. The sulfur containing amino acids are not present in great quantities in the wheat, even from North Dakota.

Senator MUNDT. They could use South Dakota wheat and no fish; it has everything.

Mr. MCKERNAN. Maybe you could get away with a little less, but you would have to have some fish protein.

RICE FARM FISH

Chairman HAYDEN. How about the rice areas?

Mr. MCKERNAN. In the rice areas, we have been contributing to the development of products as well as markets in this particular area.

Now, as was said earlier, in this particular hearing, by Senator Fulbright, the development of rice culture itself is aided by the use of these rice areas for fish farming, and the common species that are produced on these areas, sometimes catfish, sometimes buffalo fish—appear to have a good potential sale value in the Midwest. There are problems, though, with getting the right size. In other words, apparently a buffalo fish of 3 or 4 pounds sells very well in the market, whereas there is not much of a market for smaller ones.

This is really a cooperative project between our Bureau and the Bureau of Sport Fisheries and Wildlife. They are carrying out a good deal of the culture work. We are carrying out work with respect to the products and attempting to work with the industry in developing markets for this products.

We have been working with some of the cooperatives in the Mississippi River Basin, and working on products, trying to find ways of handling the bone problem in these particular fish. We think we have made good progress in this. We have also been working with some of the major food chains in this area of the country in developing attractive products and products which will help these farmers with their marketing problems.

FUNDS FOR SHRIMP AND CRAB RESEARCH

Chairman HAYDEN. On behalf of Senator Ellender, I want to make this inquiry. Last year Congress approved an item of $175,000 for shrimp research. In addition, a total of $100,000 for research into the development of a mechanical crab picker was approved. As you will recall the original requests were $500,000 for shrimp research and $180,000 for crab-picking research. Are there any items this year which will continue this very important research? If not, would you set forth for the committee the amount of money that could be used for the two programs?

Mr. MCKERNAN. In the case of the blue crab programs, first, you may remember that due to the large amount of hand labor in picking blue crabs from the shells, the industry was in bad shape with the passage of increases in the minimum wage laws. We have been carrying on research, in fact, we have contracted out a part of this research problem. This research is being carried out and is about to be extended, to help the industry modify its practices so that it can continue to exist and provide this very high quality food with a minimum of labor. And I think our program in blue crab is coming along very well in this regard.

SHRIMP SUPPLY

In the case of shrimp, however, because of the increasing problems brought about by the fluctuations, all of the States, the scientists of the gulf, and the industry believe, and our scientists believe, also, that perhaps a program eventually at a higher level than we are now carrying out, is necessary, before we can understand and predict the causes

of these violent fluctuations, and also expand our knowledge of the deeper water species of shrimp.

We know, for example, that at the present time the fishery operates at depths of around 30 or 40 fathoms in the Gulf of Mexico. Yet from our very brief exploration into deeper waters, we know there are some very large quantities of these large shrimp found in deeper waters. But we do not know much about this. We believe that we might be able to help the industry, so that they could expand, if we did. If we could locate these resources, they could actually expand their fishing into deeper waters.

This would require considerable evolution in their gear and boats, but it might mean that this industry would have a much more stable existence than is now possible fishing in the shallow waters on the edge of the shelf.

Chairman HAYDEN. You would need additional funds?

Mr. MCKERNAN. Yes.

Chairman HAYDEN. How much?

AMOUNT NEEDED FOR RESEARCH

Mr. MCKERNAN. About $350,000 for additional biological research, and in the neighborhood of $250,000 for exploratory fishing and gear research has been indicated by my staff.

Chairman HAYDEN. Senator Ellender and Senator Sparkman have also suggested an increase of $350,000 in the budget for increasing gear research and exploration activities in connection with the shrimp industry. What is provided in your budget now, and can you profitably use such a sum in the coming year?

Mr. MCKERNAN. This is the $250,000 I just mentioned, Mr. Chairman. We could explore deeper water areas for other species of shrimp and provide during the present off-season work for the shrimp fisheries, we believe.

RESEARCH PROGRAM IN FOREIGN COUNTRIES

Chairman HAYDEN. Last year $300,000 was appropriated for the research program in foreign countries, where you used foreign currencies derived from the sale of surplus agricultural commodities. This year you are requesting $300,000 again, which is the same amount appropriated last year. The justification will be placed in the record.

Will you need any more than that?

Mr. MCKERNAN. No, Mr. Chairman. We are getting along very well with that.

(The justification follows:)

MANAGEMENT AND INVESTIGATIONS OF RESOURCES (SPECIAL FOREIGN CURRENCY PROGRAM)

The purpose of this program is to complement Bureau research programs for the benefit of the American fishing industry through work performed in foreign countries with surplus foreign currencies. The Agriculture Trade Development and Assistance Act of 1954, as amended, authorizes the use of such foreign currency derived from the sale of surplus agricultural commodities for the conduct and support of scientific research activities and programs between the United States and other countries. The Bureau was not participating in this

program during fiscal year 1961, as enabling legislation was not passed until August 3, 1961. The current year's appropriation of $300,000 was provided for research in Egypt, India, Israel, and Pakistan. Of this sum $125,000 was for technological research and $175,000 for biological research. Preliminary steps have been taken to initiate research grants in these countries through the preparation of letters to each of the embassies describing the proposed Public Law 480 projects. Methods of approach and broad program objectives have been developed for each area of research. Contract and progress reporting forms have been prepared. A delay of several months will be encountered before the grants can actually be made since the approval of each country in which the work is to be conducted must be obtained.

Management and investigations of resources (special foreign currency program)

Appropriation 1961	----------
Appropriation (total amount available) 1962	$300,000
Budget estimate 1963	300,000

Management and investigations of resources (special foreign currency program)

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Marketing and technology	----------	$125,000	$125,000	----------
2. Research	----------	175,000	175,000	----------
Total	----------	300,000	300,000	----------

A tabulation of the programs to be conducted with the foreign currencies, by country, follows. Amounts are shown in their U.S. dollar equivalents.

Country	Marketing and technology	Research	Total
Egypt	----------	$40,000	$40,000
India	$50,000	55,000	105,000
Israel	75,000	40,000	115,000
Pakistan	----------	40,000	40,000
Total	125,000	175,000	300,000

1. Marketing and technology

Technology.—The estimate of $125,000 is the same as for 1962.

Plan of work: This program will be continued at the same level as in fiscal year 1962. Research grants let during that year will be revaluated and renewed as is deemed appropriate during fiscal year 1963. Research will be conducted in India and Israel. The studies in India will deal with the nutritional contributions of fishery products to the well-being of humans and animals. Studies in Israel will deal with the causes and nature of the denaturation of protein in frozen fish during storage.

2. Research

Coastal and offshore research.—The estimate of $175,000 is the same as for 1962.

Plan of work: Biological research studies will be conducted in India, Israel, Pakistan, and Egypt. Two basic research grants will be let in India, one in radiobiology and one in biometrics. Research in Israel will concern behavior and physiology of sardines. Studies in shrimp physiology and culture methods will be conducted in Pakistan. The food chain in fresh water lakes will be studied in Egypt. These projects, which include basic research in difficult or little known fields, will require several years for completion.

Itemization of estimate—Management and investigations of resources (special foreign currency program)

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing: Total obligations		$300,000	$300,000	
Appropriation		300,000	300,000	
Obligations by objects:				
21 Travel and transportation of persons		22,000	22,000	
25 Other services		278,000	278,000	
Total obligations		300,000	300,000	

CONSTRUCTION OF FISHING VESSELS

Chairman HAYDEN. Also there will be included in the record your request for $750,000 for construction of fishing vessels, the same as was provided last fiscal year.

(The justification follows:)

The purpose of this activity is to assist those segments of the fishing industry which have been injured by imports to construct new, modern fishing vessels to assit them in meeting foreign competition. This program began in fiscal year 1961. During that year three applications from eligible fisheries were received. One more was received in the first 5 months of fiscal year 1962. Four additional are in the process of development prior to formal submission. No major deviation from the curent year's program is planned. This is the last year in which applications can be filed as the final date for this action is June 12, 1963, although payments on applications filed prior to that date may be required in the following fiscal year.

Construction of fishing vessels

Appropriation, 1961	
Supplemental appropriation (total amount available), 1961	$750,000
Appropriation (total amount available), 1962	750,000
Budget estimate, 1963	750,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Subsidy payments		$670,000	$670,000	
2. Administrative expenses	$26,218	80,000	80,000	
Unobligated balance lapsing	723,782			
Total	750,000	750,000	750,000	

1. Subsidy payments—The estimate of $670,000 is the same as for 1962

Plan of work.—The fishing vessel construction differential subsidy program provides for the payment of a subsidy by the Department under certain very restrictive conditions to encourage construction of fishing vessels. This payment may be equal to the difference in construction costs of a fishing vessel built in domestic shipyards and one built in a foreign shipyard but with a ceiling of 33⅓ percent of the domestic cost. Among the restrictive conditions is the requirement that the vessel operate in a fishery which is being injured or threatened with injury by reason of increased imports. The act provides that plans must be approved by the Maritime Administrator and the Secretary of Defense

and the construction of the vessel must be under the supervision of the Maritime Administrator. The difference between the domestic and foreign costs must also be determined by the Maritime Administrator.

Itemization of estimate—Construction of fishing vessels

	Actual, 1961	Estimate 1962	Estimate 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$26,218	$750,000	$750,000	
Unobligated balance lapsing	723,782			
Appropriation	750,000	750,000	750,000	
Obligations by objects:				
11 Personnel compensation	2,758	20,000	20,000	
12 Personnel benefits	144	1,000	1,000	
21 Travel and transportation of persons	308	4,000	4,000	
23 Rent, communications, and utilities	387	2,000	2,000	
24 Printing and reproduction	212			
25 Other services		1,000	1,000	
Services of other agencies	22,388	50,000	50,000	
26 Supplies and materials	21	2,000	2,000	
41 Grants, subsidies, and contributions		670,000	670,000	
Total obligations	26,218	750,000	750,000	

CONSTRUCTION FUNDS

Chairman HAYDEN. Your budget estimate for construction is $8,414,000, and I will place the justifications for this request in the record.

(The justification follows:)

Construction

Appropriation 1962	$7,561,000
Unobligated balance from prior years	353,562
Transfer from "Construction general, Corps of Engineers, civil" (unobligated balance)	685,335
Total available for obligation	8,599,897
Decreases:	
Fishery facilities	6,483,562
Columbia River fishery facilities	2,116,335
Subtotal	8,599,897
Increases:	
Fishery facilities	6,779,000
Columbia River fishery facilities	1,635,000
Total available for obligation	8,414,000
Less unobligated balance from prior years	
Budget estimate 1963	8,414,000

Analysis by activities

	Amount available 1962	Fiscal year 1963			Total available 1963 compared with total available 1962
		Unobligated balance from prior year	Budget estimate	Estimated total available	
1. Fishery facilities	[1] $6,483,562		$6,779,000	$6,779,000	+$295,438
2. Columbia River fishery facilities	[2] 2,116,335		1,635,000	1,635,000	−481,335
Total obligations	8,599,897		8,414,000	8,414,000	−185,897

[1] Includes $353,562 unobligated balance from prior years.
[2] Includes $685,335 unobligated balance transferred from Corps of Engineers.

CONSTRUCTION

The $8,414,000 requested for 1963 is to provide $5,301,000 for facilities required for our oceanographic programs, $1,478,000 for facilities urgently needed for our regular research and exploratory fishing and gear programs, and $1,635,000 for construction and related purposes necessary to carry out the objectives of the Columbia River fisheries program.

1. Fishery facilities, $6,779,000

The $6,779,000 is needed for the following:

(*a*) Construction of a research laboratory at Seattle, Wash	$2,257,000
(*b*) Construction of a biological laboratory at Ann Arbor, Mich	1,448,000
(*c*) Construction of a radiobiological laboratory at Beaufort, N.C	394,000
(*d*) Construction of a fishery research vessel as a replacement for the *Black Douglas*	2,500,000
(*e*) Design of a fishery research vessel for use in the North Pacific and Bering Sea	150,000
(*f*) Rehabilitation of the warehouse and dock facilities at the St. Simons Island Lighthouse Station, St. Simons Island, Ga., to serve as a base for the 96-foot MV *Silver Bay*	30,000
Total	6,779,000

(*a*) *Construction of a research laboratory at Seattle, Wash., $2,257,000*

The present Bureau of Commercial Fisheries research laboratory in Seattle was completed and occupied in 1931. It was designed for 30 fishery research biologists and necessary complementing personnel and facilities, required to meet the Government's fishery research obligations at that time. Over the last 30 years, however, problems and research activity have materially increased and the Bureau is faced with a critical need for additional laboratory space and facilities. At the present time there are over 100 people working in this seriously overcrowded building to the point where the efficiency of the work is seriously affected. Valuable data and personnel are subject to serious hazards from such overcrowding including fire and safety.

In fiscal year 1961, $45,000 was received for the design of the laboratory based upon an estimated construction cost of $900,000, excluding shelter facilities, for approximately 25,000 square feet of space. The increase in space requirements and consequent increase in the estimated construction cost of the laboratory represent a proposed structure of masonry construction designed for present research needs, and those of the immediate future.

The laboratory will be the headquarters for oceanographic and biological research on the high seas of the North Pacific Ocean and for the national program for research on fish passage problems and behavior of anadromous species. The tremendous potential of the North Pacific fishery resource only recently has become evident. Japanese and Soviet fleets are tapping this resource now. The Bureau has the responsibility to monitor the status of fish stocks on the high seas contiguous to our shores to provide a basis for possible international negotiation for their conservation. Concerning fish passage and behavior of fish at dams and in reservoirs, the Government has a national responsibility to maintain runs at Federal installations.

The new building will house the Bureau's Seattle Biological Laboratory Marine Mammal Biological Laboratory, Technological Laboratory, and Exploratory Fishing and Gear Research Base. Some of these are now occupying rented space in various parts of Seattle. Including laboratories, offices, conference rooms, library, halls, stairways, storage, etc., approximately 60,000 square feet of floor space would be distributed over three floors and a basement area. Fallout shelter facilities are also included. The present building would continue to house other Bureau programs in the Seattle area such as the regional office, marketing, administration of Pribilof Islands and supporting services.

The site for the proposed laboratory is presently owned by the Fish and Wildlife Service.

(*b*) *Construction of a biological laboratory at Ann Arbor, Mich., $1,448,000*

The present laboratory at Ann Arbor is the headquarters for the entire lamprey control and lake trout rehabilitation program of the Bureau. This is being conducted through an international commitment between the United States and Canada, under the Great Lakes Fishery Commission. The U.S. research program represents an annual expenditure of over $1 million and a staff of 149, of whom 26 are stationed permanently at Ann Arbor.

The present building is an ancient frame residence furnished through the courtesy of the University of Michigan. It does not fulfill the functions of a properly designed and constructed laboratory and office building; overcrowding interferes with work efficiency, valuable data and personnel are subject to serious hazards from fire and other disasters. Lack of suitable laboratory space for biologists and technologists also limits the scope of research. The university has condemned the building and has requested the Bureau to vacate the premises so that it may be torn down. Commercial space is not available in Ann Arbor that would be suitable for biological and chemical laboratories.

The proposed 2-story building of masonry construction would provide office and laboratory space for 65 employees engaged in the following activities: biological research, technology, market development, and exploratory fishing and gear research. Also it will contain suitable space for offices of the Great Lakes Fishery Commission. Space requirements amount to 30,000 square feet of laboratory and office space and 3,000 feet of storage and garage space. Fallout shelter facilities are also included. An estimated $250,000 of the amount requested will be used for office and laboratory equipment. The funds requested will cover costs of design, landscaping, roads, and a parking area. The university has agreed to deed to the Government a suitable site for the new laboratory.

(*c*) *Construction of a radiobiological laboratory, Beaufort, N.C., $394,000*

This laboratory will replace the present overcrowded wooden building which was converted from a terrapin hatchery to a temporary laboratory over 10 years ago. The present structure is located at a lower elevation than the main Beaufort laboratory, and has been flooded many times by hurricanes and coastal storms. Much equipment has been damaged by flooding and fires have been caused by salt left in electrical outlets.

Furthermore, the Bureau's radiobiological program in cooperation with Atomic Energy Commission is expanding as additional fisheries problems are caused by increased peaceful use of nuclear energy. Additional laboratory space as well as outdoor tanks and an adequate sea water system are needed for this program.

The proposed laboratory will be of fireproof masonry construction and will provide approximately 10,000 square feet of floor space. These funds will also provide laboratory and office equipment, sea water system with temperature, salinity and turbidity control, outdoor tanks and pools, fallout shelter facilities, and special provisions required for safe use of radioactive materials. This building will be used by approxmately 25 scientists and supporting personnel.

(*d*) *Construction of a fishery research vessel as a replacement for the "Black Douglas," $2,500,000*

The Bureau is carrying out an intensive program of biological oceanography in the eastern Pacific. This is done in cooperation with several California agencies for the purpose of explaining causes of a drastic decline in Pacific sardine abundance and to estimate the productive potential of other Pacific coast species associated with the sardine. The research vessel *Black Douglas*, a 133-foot converted schooner, is operated by the Bureau in this program. Cooperative cruises are run monthly.

The *Black Douglas* is an old vessel as the original hull was placed in service in 1928. She was converted to a motor vessel by the Navy during World War II. Since then the Bureau has used the vessel in Alaskan and Pacific coast waters.

The *Black Douglas* is now beyond the point of efficient operation, requiring constant repair and overhaul. The vessel has a limited range and because of the design can't be used for many operations necessary in modern oceanography.

It is proposed to construct a new biological and physical oceanographic research vessel which will be fully adequate for use in the present sardine program and for use in any future cooperative work in the national oceanographic program. The vessel will be about 160 to 170 feet in length of approximately 800 tons. It will have a range of 9,000 to 10,000 miles which is necessary for high seas cruises. It will be equipped for fish sampling and fish detection and for fishing on a limited scale. Plankton research, shipboard experimentations, midwater trawling and physical oceanographic research will also be carried out with this vessel. Provision will be made for addition of new instrumentation as it is developed. Space will be available for at least 12 scientists. The crew would vary from 15 to 20 depending upon the type of cruise and work being done.

(*e*) *Design of a fishery research vessel for use in the North Pacific and Bering Sea, $150,000*

The amount requested is to provide for design of a $3 million vessel, projected for construction in the fiscal year 1964.

A modern, all-season, high seas research vessel is essential to the development of programs now in existence and others proposed for the future. Japan and Russia have several vessels of this type, 200 tons or larger, engaged in fishery and oceanographic research in hte North Pacific and Bering Sea. Canada will have one in the near future. We are undertaking experiments on travels and electronic equipment relative to the design of a vessel of this type.

Preliminary experience with chartered vessels has shown that efficiency increases rapidly with vessel size. Not only can the projected vessel work in rough weather when small chartered vessels cannot operate, but work not possible on smaller vessels can be done aboard. Furthermore, the new vessel would be designed specifically for the job it has to do, whereas chartered vessels, designed primarily for fishing, are quite inefficient as floating research laboratories.

Other nations are aggressively expanding their fishing operations in the North Pacific Ocean. A sound background of such facts from research is absolutely necessary in international negotiations.

(*f*) *Rehabilitation of warehouse and dock facilities at the St. Simons Island Lighthouse Station, St. Simons Island, Ga., $30,000*

The sum of $30,000 is required for the rehabilitation of the warehouse and dock facilities at the above-mentioned station in order to provide a suitable base for berthing and servicing the 96-foot exploratory fishing vessel *Silver Bay*. This vessel is utilized in fishery exploration and gear research in the South Atlantic area. The vessel berth and the headquarters of the South Atlantic fishery exploration program are now located in Brunswick, Ga., at an unsatisfactory docking facility where the controlling depth of 15 feet at dead low water, scheduled to be maintained through dredging, has not been accomplished. At present, the controlling depth is only 7½ feet at low tide. The vessel draws 12 feet. The new docking location, consisting of the warehouse buildings and property at the St. Simons Island Lighthouse Station, St. Simons Island, Ga., recently transferred to the Bureau of Commercial Fisheries, is a more adequate facility and should be occupied as soon as possible. Effective operating and program time of the vessel would be increased.

The following tabulation shows the amount appropriated for 1962, the estimate for 1963, and the increase requested for Columbia River fishery facilities and related activities financed from construction funds.

2. Columbia River fishery facilities, $1,635,000

	Appropriation, 1962	Estimate, 1963	Increase (+) or decrease (−)
Hatchery facilities		$82,000	+$82,000
Operational studies	$500,000	510,000	+10,000
Project appraisal	10,000		−10,000
Screening diversions	370,000	210,000	−160,000
Stream improvement	460,000	729,000	+269,000
Program supervision and inspection	91,000	104,000	+13,000
Total	1,431,000	1,635,000	+204,000

It will be noted from the foregoing tabulation that the estimate contemplates a shift in emphasis and that the increases amounting to $374,000 for hatchery facilities, operational studies, stream improvement, and supervision and inspection are partially offset by decreases in other items totaling $170,000. The net increase requested is therefore $204,000.

Need for increase.—The net increase of $204,000 is needed to continue the construction necessary to carry out the objectives of the Columbia River fisheries program and to provide continuation of the construction program in Oregon, Washington, and Idaho of fish ladders at natural barriers to migration of salmon and steelhead; the clearance of obstructions from streams; the provision of a supplemental water supply system at Big Creek Hatchery in Oregon and a permanent rack for trapping salmon at Cascade Hatchery, Oregon; and the continuation of operational studies with increased emphasis on studies relating to improvement of natural habitat for production. Unless funds are provided as requested, the result can only be a further delay in construction of these facilities for which there is urgent need. Development of the tremendous power potential of the Columbia River, as well as the control of floods and the needs for irrigation and navigation, has resulted in a program of construction of major dams. The Columbia River fishery development program must be prosecuted as rapidly as possible to counteract, insofar as possible, the expected damage to the salmon and steelhead resource.

Plan of work.—Under a cooperative arrangement with the five fish and game agencies of the States of Washington, Oregon, and Idaho, the basis of which is the act approved May 11, 1938 (52 Stat. 345) as amended by the act of August 8, 1946 (60 Stat. 932), the Bureau is responsible for the coordination and administration of this program designed to offset the losses to salmon and steelhead resulting from Federal water-use developments in the Columbia Basin. The operational studies are designed to develop improved techniques for both artificial and natural production of anadromous fish. Examination and analysis of ways to alter the environment utilized by salmon and steelhead will be the key to improving the natural habitat for better use by salmonids. Predator control studies will be directed toward a thorough understanding of the predator-prey relationship in order to develop effective methods for the control of predators. The determination of supplemental methods for rearing salmon and steelhead is directed toward more efficient production for less cost. The numerous aspects of these projects will be undertaken on a detailed and specific contract basis with the Bureau by various State agencies of Idaho, Oregon, and Washington. Certain phases will be carried on by personnel of the Bureau.

Surveys of the upper Columbia Basin have been conducted to determine unscreened diversions existing within the watershed as well as needs for fish ladders at barriers to migration. Evaluation of each proposed project is made and a priority for the construction is scheduled. As funds are made available, projects will be constructed according to priority. If barriers are of human origin, legal responsibility under State law must be established before Federal participation is authorized.

Generally, all construction to be accomplished will be under contract to the States of Idaho, Oregon, and Washington.

Itemization of estimate—Construction

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) decrease (−)
Program and financing:				
Total obligations	$3,604,000	$8,599,897	$8,414,000	−$185,897
Comparative transfer from "Construction, general," Corps of Engineers, civil, Department of the Army	−1,312,207			
Unobligated balance brought forward	−245,355	−353,562		+353,562
Unobligated balance carried forward	353,562			
Unobligated balance transferred from "Construction, general," Corps of Engineers, civil, Department of the Army (Public Law 87-122)		−685,335		+685,335
Appropriation	2,400,000	7,561,000	8,414,000	+853,000
Obligations by objects:				
11 Personnel compensation	72,630	180,000	180,000	
12 Personnel benefits	5,587	14,000	14,000	
21 Travel and transportation of persons	5,050	62,000	51,000	−11,000
22 Transportation of things	5,566	11,000	3,000	−8,000
23 Rent, communications, and utilities	524	20,000	21,000	+1,000
24 Printing and reproduction	1,336	5,000	4,000	−1,000
25 Other services	1,421,600	2,580,897	2,004,000	−576,897
26 Supplies and materials	61,857	69,000	40,000	−29,000
31 Equipment	1,914,708	3,064,000	2,408,000	−656,000
32 Lands and structures	115,142	2,594,000	3,689,000	+1,095,000
Total obligations	3,604,000	8,599,897	8,414,000	−185,897

RESEARCH LABORATORY, SEATTLE, WASH.

Chairman HAYDEN. I note that several laboratories and ships are planned. Would you please discuss briefly each of those proposals for the committee?

Mr. MCKERNAN. Yes, Mr. Chairman. We have a research laboratory in Seattle, Wash., where we are planning to carry out and house our staff in connection with the increase in the national oceanographic program, the program that I mentioned previously. At the present time our research facilities in Seattle are terribly crowded, inefficiently so, with people even working in the hallways. This laboratory was constructed in the 1930's, and is in very, very serious need of expansion of facilities.

REPLACEMENT OF "BLACK DOUGLAS"

We have a research vessel to replace an obsolete oceanographic vessel in the southern part of the Pacific coast of the United States. We are now using a converted pleasure boat, and it is entirely inadequate for the purpose for which we are using it. In fact, our entire oceanographic fleet of this country is completely obsolete and needs replacing very rapidly.

We do not have a single fishery oceanographic vessel that is anywhere near as new or efficient as those of any other major nation, including Canada, for example, and we are attempting to replace this fleet in some reasonable fashion, and these vessels that I am talking about in this particular program would tend to improve and bring up to date, modernize, our oceanographic fleet.

Chairman HAYDEN. That would be new construction? Or the modification of existing vessels?

Mr. MCKERNAN. This is new construction for the new research vessel.

RADIOBIOLOGY LABORATORY, BEAUFORT, N.C.

We are doing a great deal of work on radiobiology, Mr. Chairman, in cooperation with the Atomic Energy Commission. We are requesting roughly a $400,000 item for construction of this laboratory in Beaufort, N.C. This, of course, is to study the accumulation and effects of radioactive waste materials in the estuarine waters, how fast they accumulate in fish and shellfish, and whether they possibly might do some damage to people or to the fish themselves.

BIOLOGICAL LABORATORY, ANN ARBOR, MICH.

We have a biological laboratory at Ann Arbor, Mich., requested in this budget, Mr. Chairman, for approximately a million and a half dollars. At the present time our research people who are doing this very wonderful work, this excellent work on the lamprey in the Great Lakes, are working in a condemned house in the University of Michigan campus. This house has been condemned by the university and is going to be torn down, and we simply have no good facilities. We have laboratories in the basement of this old house.

LAMPREY RESEARCH

Chairman HAYDEN. Are you ever going to get rid of that accursed lamprey?

Mr. MCKERNAN. Yes, Mr. Chairman; I am glad to say we are making good progress in that, and we are looking for a major increase in lake trout this year. The sampling of the trout in Lake Superior itself indicates there are fewer lamprey scars and much less evidence of lampreys this winter than there ever has been in recent years.

Senator MUNDT. You might slow down that condemnation at Ann Arbor by suggesting you are going to move the laboratory to East Lansing.

Mr. MCKERNAN. I am sympathetic to the university, Senator, but they have torn down all the other surrounding buildings.

Senator MUNDT. I think if you indicated a desire as to some other campus, their enthusiasm for condemnation would sort of wane.

Mr. MCKERNAN. However, I am extremely enthusiastic to get a good, modern research laboratory and good facilities.

Senator MUNDT. That might be. I am just not impressed by the condemnation threat.

Mr. MCKERNAN. But the facilities are completely inadequate——

Senator MUNDT. Could be.

Mr. MCKERNAN (continuing). And are terribly old and in fact very dangerous. It is a firetrap for very valuable scientific data and a new laboratory there is one of our greatest needs.

Did you want me to talk further on the Columbia River construction, on Columbia River facilities, Mr. Chairman?

Chairman HAYDEN. I think you have fairly well covered that.

GENERAL ADMINISTRATIVE EXPENSES

The justification for the request of $616,000 for "General administrative expenses" will be placed in the record.

(The justification follows:)

BUREAU OF COMMERIAL FISHERIES—GENERAL ADMINISTRATIVE EXPENSES

The purpose of the general administration program financed by this appropriation is to provide the executive direction and the general administrative services required by the operating programs of the Bureau which are financed by annual definite appropriations.

Since the Bureau assumed complete responsibility on July 1, 1959, for its administrative management activities, a vigorous program of financial, personnel, management, and contract improvement has been in effect. In addition to efforts directed toward improving these functions, the expanded biological research, oceanography, technological, and resource development programs have generated a constantly increasing administrative workload.

A new accounting system was installed on July 1, 1960. The system was designed to conform to the standards prescribed by the Comptroller General of the United States and be in accord with the requirements of the Budget and Accounting Procedures Act of 1960, as amended, and Public Law 84-863, while at the same time meet the financial needs of the Bureau. In October 1960, a program planning and control system was placed in effect to provide greater control over the planning and review of operations on Bureau programs, including research programs and projects. The system includes, as integral parts, the formulation and execution of the budget and the new accounting system. Initial benefits from these improved systems are being realized for they have enabled management to beter control and evaluate progress and performance on approved work programs and projects.

In the field of personnel management some progress has been made in analyzing program needs and in the establishment of a system for meeting those needs by the issuance of new personnel procedures, development of active training programs, and the issuance of new classification and qualification standards.

Special attention has been given to the development of management improvement projects by staff and line offices of the Bureau. Title 50, Code of Federal Regulations, has been republished and brought up to date. There has been established a system for the issuance and control of directives and procedures.

The program objectives for the budget year specify greater attention to the management of manpower, financial, and physical resources. Included are the establishment of an internal audit staff to provide a needed independent and objective review of Bureau operations in accounting and financial matters; the acceleration of the financial management improvement program including the preparation for conversion to cost-based budgeting; the emphasis on the long-delayed inspection of field offices; and facilitation of the Bureau's program expansion.

General administrative expenses

Appropriation 1961	$385,000
Comparative transfer from "Operation and maintenance, general," Corps of Engineers, civil	31,900
Comparative transfer from "Construction, general," Corps of Engineers, civil	65,100
Total amount available, 1962	482,000

SUMMARY OF INCREASES, 1963

Departmental expenses:	
To provide for an internal audit unit as required by law and good management practices	+50,000
To provide for more adequate financing in the Office of the Director	+10,000
To provide for more adequate and effective administrative staff work	+10,000
Subtotal	+70,000
Regional office expenses:	
To provide for a more adequate staff for executive direction at the Ann Arbor, Mich. regional office	+25,000
To provide for the purchase of five bookkeeping machines	+39,000
Subtotal	+64,000
Net change, 1963	+134,000
Budget estimate, 1963	616,000

Analysis by activities (total funds)

Activity	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Departmental expenses:				
Direct appropriation	$207,800	$202,000	$272,000	+$70,000
Saltonstall-Kennedy funds	124,200	124,000	124,000	
Great Lakes Fishery Commission (contributed funds)	375			
Reimbursement from the Office of the Commissioner of Fish and Wildlife	8,200	8,200	8,200	
Subtotal	340,575	334,200	404,200	+70,000
2. Regional office expenses:				
Direct appropriation	176,583	280,000	344,000	+64,000
Saltonstall-Kennedy funds	203,655	243,000	243,000	
Great Lakes Fishery Commission (contributed funds)	31,592	35,000	35,000	
Comparative transfer from "Operation and maintenance, general," Corps of Engineers, civil—Army	65,200			
Comparative transfer from "Construction, general," Corps of Engineers, civil—Army	31,900			
Subtotal	508,930	558,000	622,000	+64,000
Total	849,505	892,200	1,026,200	+134,000
Direct appropriation	384,383	482,000	616,000	+134,000
Saltonstall-Kennedy funds	327,855	367,000	367,000	
Contributed funds	31,967	35,000	35,000	
Reimbursements	8,200	8,200	8,200	
Comparative transfers	97,100			

Analysis by activities (annual definite)

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
1. Departmental expenses	$207,800	$202,000	$272,000	$70,000
2. Regional office expenses	273,683	280,000	344,000	64,000
Unobligated balance lapsing	617			
Total	482,000	482,000	616,000	134,000

The general administrative expenses appropriation has not been increased, except to provide for pay costs provided by law, since the Bureau assumed complete responsibility for its administrative management activities. During this period, however, there has been a considerable expansion of the Bureau's research and development programs, including active participation in the national oceanography program. This has created additional administrative workload including, in addition to increased day-to-day administrative services, such services as analysis of legislative proposals and legislative provisions as they pertain to management of the Bureau and use of funds; recruitment of scientific and supporting personnel, some of which are in critical shortage categories; procurement of specialized scientific equipment and construction of facilities and vessels; execution of contracts and grants with universities and colleges and contracts with commercial firms for research and development; working out changes in integrated programing, budgeting and accounting systems due to the changes in scope of operations brought about by the expanded programs; and the necessity for providing more staff advice to program officials as preventive maintenance to minimize the Bureau's management operational problems. Such accomplishments as have been made have been at the price of the forfeiture of many days of annual leave and the voluntary contribution of considerable overtime by members of the executive direction and administrative staff, both in the Washington office and the regional offices.

The Department committee, which made a study in 1958 of the administrative functions in the Fish and Wildlife Service, provided a balanced organization with a minimum number of positions on the basis of the 1958 workload analysis. The distribution of general administrative expense funds for executive direction and for administrative services provided $721,400 for the Bureau, of which $571,200, or 79.2 percent, was for personal services and $150,200, or 20.8 percent, for other objects of expenditure. The 1962 fiscal year costs of the same positions provided by the 1958 survey will be $764,300 or 89.3 percent, out of currently available funds of $856,200, with $91,900, or 10.7 percent, remaining for other objects of expenditure. In view of this situation, the amount of travel for the administrative staff has been severely restricted and funds available for supplies and equipment very limited. The increase of $134,000 requested for 1963 will provide $80,000 for salaries, $25,000 for major equipment and $29,000 for general operating expenses. The additional $29,000 for general operating expenses would result in a basic staff salaries cost-general expenses ratio of 86.3 to 13.7 for 1963.

An increase in the general administrative expense appropriation for 1963 fiscal year is essential to meet the following needs:

1. Departmental expenses

The estimate of $272,000 represents an increase of $70,000 to provide for an internal audit unit, and additional funds for more effective and efficient executive direction and general administrative services at Bureau headquarters.

Need for increase.—A. *Internal audit unit:* An increase of $50,000 is needed to establish an internal audit unit in the Bureau as required by law and good management practices. A major gap exists in administrative operations of the Bureau by reason of the fact that it lacks the staff and facilities to conduct reviews and audits to assure that the interest of the Government are being protected. *The Bureau of Commercial Fisheries is the only major bureau in the Department that does not have an audit staff*, yet it has programs that by their nature need an independent review as much or more than most other Government operations. Typical of these operations are:

(1) Research performed under contract: Several million dollars are spent annually by the Bureau under contracts with universities and other institutions and organizations having certain specialized competence in the research field.

Most of these contracts are cost-reimbursement-type contracts which provide that the contractor will be reimbursed for all direct and indirect costs. These contracts provide for audit but the Bureau has not been able to perform this function adequately because of the lack of audit personnel. In a recent report by the General Accounting Office on an audit of region 3, Gloucester, Mass., the following comments appeared:

"Our review disclosed that only 3 of the 55 cost-type research contracts, executed since May 5, 1955, and completed prior to June 30, 1960, have been audited. These unaudited contracts amount to more than $600,000 * * *. Members of your staff agreed that the research contracts should be audited but contended that the regional Division of Administration did not have sufficient personnel to perform such audits. In our opinion, it is essential that the regional office have copies of all open contracts for work being performed for the region. *We also believer that a site audit be made for all contracts where the amount is substantial in order to determine that charges made by the contractors on these cost-type contracts are proper.*" [Italic added.]

(2) Fur seal operations: All costs involved in the fur seal operations from the time the furs are harvested on the Pribilof Islands and processed by the fur seal processor to the time of their sale at auction are paid from receipts from the sale of the sealskins. These costs include care and welfare of natives on the islands; construction, rehabilitation, and maintenance of facilities; operation of a supply vessel; and charges incurred by the fur seal processor involving transportation of employees to and from the Pribilof Islands for certain sealing operations of the contractor. Several millions of dollars are involved annually in this operation, but because of lack of auditors it has not been possible to review these operations adequately.

(3) Internal operations of the Bureau: The Bureau expends about $27 million annually in carrying out all operations, with $31.5 million proposed for fiscal year 1963. The overall operations of the Bureau are audited by the General Accounting Office, but that Office looks to the administrative agency to audit its own contracts and to perform internal reviews. This is stated clearly in the GAO Manual for Guidance of Federal Agencies. The administrative agencies also have the responsibility for insuring that all operations are conducted in accordance with law and administrative regulations, that unnecessary duplication or waste is prevented, that financial reporting is accurate and complete, that assets are properly safeguarded, and that fraud or dishonesty are promptly revealed. While a part of these responsibilities can be accomplished by management review and supervision, it is essential that an independent review be made by persons skilled in the procedures for conducting reviews, audits, and appraisals. Internal auditors are best qualified to perform these functions, and both business and Government have accepted such a program as an essential management tool. Congress itself, recognizing the benefits of internal auditing, provided in section 113(a) of the Budget and Accounting Procedures Act of 1950 (31 U.S.C. 66a) that: "The head of each executive agency shall establish and maintain systems of accounting and internal controls * * * *including appropriate internal audit.*" [Italic added.]

Diligent Bureau management requires a determination that all operations are properly conducted. It needs an independent review to assure that operations are in fact being conducted effectively and efficiently.

A minimum audit program is planned. A minimum of three auditors and a clerk-stenographer are required to initiate an effective program.

Experience in Government and industry proves that the benefits gained from an effective internal audit program outweigh the cost of operating the program.

B. Executive direction: An increase of $10,000 is needed to adequately finance the immediate Office of the Director. The expanded biological research, oceanography, and technological programs carried on by the Bureau have greatly increased the demands on the Director for consultation with State officials and cooperating agencies. In addition, the needs of the vital fishing industry require a great amount of travel by the Director and Assistant Director to keep fully abreast of the many problems. Additional funds to cover the travel required of the Director and the Assistant Director and an additional clerk-stenographer are required.

C. General administrative services: A $10,000 increase is needed to provide for more adequate and effective administrative staff work. Effective administration requires that the Washington office staff familiarize themselves with both program and administrative activities being conducted in the field. Field reviews

provide the best opportunity for an evaluation of how the regional administrative staffs are meeting the needs of the offices they serve and the field requirements for instruction and guidance from the headquarters staff. The Washington office administrative staff must be intimately familiar with field programs to perform effectively their function of providing the Director with the best possible staff assistance with regard to administrative matters. The Department requires field reviews and administrative inspections of field offices. It has not been possible for the Bureau to carry out such reviews because of the lack of funds for such purposes. However, we now intend to establish a system of regular cyclical reviews and inspections to meet these requirements. The increase will provide, in addition to the funds required for travel costs, for the unavoidable increase in other general operating costs resulting from the expansion of Bureau operations.

2. Regional office expense

The estimate of $344,000 represents an increase of $64,000 to provide for more adequate and efficient executive direction and general administrative services at the regional and area offices.

Need for increase.—A. Executive direction: An increase of $25,000 is needed to provide for an Assistant Regional Director position and a secretary in the Ann Arbor, Mich., regional office.

At the time the Ann Arbor regional office was established, the staffing pattern did not provide for an Assistant Regional Director. It has since become extremely difficult to provide adequate executive direction for the Great Lakes and Central States programs. It is now essential that we provide an Assistant Regional Director to assist in the overall direction of the regional programs; work with the Great Lakes Fishery Commission; handle contracts with the States, other Federal agencies, and the public; and generally assist the Regional Director in carrying out all other phases of his work. A secretary for the Assistant Regional Director will also be required. The increase is to provide for the salaries, travel costs, and other expenses incident to the two new positions.

B. General administrative services: An increase of $39,000 is needed to provide for the replacement of five decrepit bookkeeping machines. Bookkeeping machines in use average more than 10 years of age. The equipment must be replaced to avoid breakdowns and costly, uneconomical repairs. Lack of dependable bookkeeping machines would require reversion to manual postings.

Plan of work.—The estimate provides for the executive direction at the Washington headquarters and regional offices and the general administrative services (budget, finance, personnel management, property management, and related functions) at the Washington headquarters and the five regional offices. With the increased staffing in internal audit, comprehensive financial reviews are planned. The additional funds will be used to provide more effective and efficient executive direction and general administrative services for the Bureau in facilitation of its expanding programs. The Washington headquarters staff also provides administrative services for the office of the Commissioner of Fish and Wildlife.

The estimate of $616,000 for this appropriation will provide for general administration of the programs financed by the "Management and investigations of resources and construction" appropriations. General administrative services for programs financed by the permanent appropriation "Promote and develop fishery products and research pertaining to American fisheries" and by contributed funds, advances and reimbursements, and transfer funds are financed by assessment against the program funds on the basis of predetermined costs.

A summary table comparing the total 1963 estimate with 1962 is as follows:

General administrative services program

Appropriation	Program, 1962	Estimate, 1963	Increase or decrease
Annual definite general administrative expenses	$482,000	$616,000	+$134,000
Other funds:			
Great Lakes Fishery Commission (contribution for operation of sea lamprey program)	35,000	35,000	
Promote and develop fishery products, etc. (Saltonstall-Kennedy funds)	367,000	367,000	
Reimbursement from office of the Commissioner of Fish and Wildlife	8,200	8,200	
Total	892,200	1,026,200	+134,000

Itemization of estimate—General administrative expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$481,483	$482,000	$616,000	+$134,000
Comparative transfer from "Operation and maintenance, general," Corps of Engineers-Civil, Department of the Army	−65,200			
Comparative transfer from "Construction, general," Corps of Engineers-civil, Department of the Army	−31,900			
Unobligated balance lapsing	617			
Appropriation	385,000	482,000	616,000	+134,000
Obligations by objects:				
11 Personnel compensation	381,329	409,500	484,000	+74,500
12 Personnel benefits	28,305	31,000	36,000	+5,000
21 Travel and transportation of persons	29,449	19,000	39,000	+20,000
22 Transportation of things	929	3,000	3,000	
23 Rent, communications, and utilities	15,922	5,500	8,000	+2,500
24 Printing and reproduction	1,897	1,000	4,000	+3,000
25 Other services	9,435	7,000	8,000	+1,000
26 Supplies and materials	8,358	5,000	6,000	+1,000
31 Equipment	5,859	1,000	28,000	+27,000
Total obligations	481,483	482,000	616,000	+134,000

Internal Audit Unit

Chairman Hayden. You may comment on it if you so desire.

Mr. McKernan. We have not had an essential internal audit unit in our Bureau since its formation through the Fish and Wildlife Act of 1956. We are attempting to provide such a unit on a minimal basis in these rather modest increases. We have had considerable increases in our program due to the national oceanographic program, due to our trade problems, and yet we have had no increase in general administration at all.

What this amounts to is that many of our scientists, many of our program people, are doing administration. I would like to pull the administration out and have it done by people who are more competent in this field, and who are paid for doing administration, rather than having scientists do it.

ADMINISTRATION OF PRIBILOF ISLANDS

Chairman HAYDEN. For the administration of Pribilof Islands, you are asking $1,998,000. Your justifications for this request will be placed in the record.

(The justification follows:)

The U.S. Government protects and manages the fur seal herd of the Pribilof Islands, maintains the Pribilof Islands, Alaska, as a special reservation for this purpose, and is responsible for the harvest, processing, and sale of the sealskins. As operating agency, the Bureau of Commercial Fisheries manages all fur sealing and maintains 2 permanent communities of 600 resident Aleuts on the islands. During the sealing season, employment on the islands reaches several hundred persons, including almost 200 natives, 50 Aleuts, and Eskimos transported from the Aleutian Islands and the Alaska mainland and staff employees. Physical facilities include some 200 U.S.-owned buildings—warehouses, residences, dormitories, commissary buildings, schools, hospitals, powerhouses, a byproduct plant, etc.

The 148-foot supply vessel, *Penguin II*, is operated the year round and an MSTS vessel, obtained by charter from the Navy, has been used for one voyage a year to supply the islands and convey to Seattle fur seal products valued at $5 million or more a year. Since the Navy has advised that it will be unable to provide the MSTS vessel after 1961, the Bureau is negotiating for a larger vessel or supply support through BIA. An airport capable of handling four-engined aircraft is maintained, and a rolling stock of over 50 trucks, cranes, graders, bulldozers, tractors, etc., utilizes over 60 miles of graveled roads.

The Pribilof fur seal herd spends the greater part of each year on the high seas where the animals in earlier years were taken in large numbers by the nationals of other countries. A treaty with Canada, Japan, and the U.S.S.R. commits the United States to a cooperative approach to fur seal research and management problems and a product-sharing system whereby the United States delivers 15 percent of the fur sealskin production each to Canada and Japan.

The Bureau also is responsible for the disposition of the U.S.-owned products of the fur seal industry. Meal and oil have been disposed of to the highest bidder as landed in Seattle, Wash., but the fur sealskins have been finished and dyed and sold by public auction by a private fur processor under contract with the Government.

During fiscal year 1961, over 40,000 sealskins were taken and cured for processing and marketing at St. Louis, Mo. Twenty-five Aleut residents were relocated elsewhere through a cooperative program with BIA to reduce the resident population to that needed in the sealing industry.

During the current year, over 90,000 sealskins were taken. The training of Aleut residents is being undertaken under auspices of our own Bureau to encourage their relocation and to qualify some participants for assignments to key Bureau positions on the islands. The Alaska State Educational Department is operating the school system at the Pribilof Islands under a contract arrangement effective July 1, 1961. Construction of the powerhouse on St. George and the tank farm on St. Paul is scheduled for completion in the current fiscal year.

Fur seal investigations are conducted to achieve maximum sustainable production. In practice this requires knowledge of almost every main aspect of fur seal biology. The program attempts to furnish concurrently the information for management of seals by the United States and for decisions of the North Pacific Fur Seal Commission.

Large-scale tagging of fur seal pups is continuing. Data collections which are needed for studying the population dynamics of the Pribilof seal herd are made from June to September. These include age classification of the males killed, by means of a 10-percent sample of canine teeth, the recovery of tagged male and female seals, bull counts, relative growth determination by weighing pups and tagged males, counts of dead pups, and checking for errors in estimates caused by overlooked tags and possible mortality caused by tagging. Reports

for the use of the Bureau of Commercial Fisheries and the North Pacific Fur Seal Commission are prepared.

Hookworm investigations show that pups are apparently infected through nursing the females and the infection rate is nearly 100 percent. A pelage study to determine fur growth and loss in all months was continued.

One thousand three hundred and fifty-two seals were collected at sea from November 1960 through April 1961. The area of collection extended from northern British Columbia to south-central California. Age analysis of the kill, stomach examinations, and data tabulations for a report on food, distribution, growth, and reproductive condition for the Bureau and Fur Seal Commission have been completed.

Future plans call for continuation of the fur seal industry, rehabilitation of physical structures, training of Aleut residents for key island management positions, and vocational training of Aleuts associated with the relocation program. A new employment and compensation plan is being formulated for possible adoption sometime in calendar year 1962, which will reduce the total Aleut working force to minimum industrial and incidental needs, and place those Aleuts retained in an employment status into classified and wage board positions for the first time.

Increased effort will be placed on studies of the life of fur seals during their first year. This includes pup behavior studies, tagging of yearlings, and pelegic collections.

Administration of Pribilof Islands

Appropriation (total amount available) 1961	$2,099,000
Appropriation (total amount available) 1962	1,981,000

SUMMARY OF INCREASES, 1962

To provide for additional effort and increased general operating costs in connection with the fur seal research program	17,000
Budget estimate 1962	1,998,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
Administration of Pribilof Islands	$2,072,614	$1,981,000	$1,998,000	$17,000
Unobligated balance lapsing	26,386			
Total	2,099,000	1,981,000	1,998,000	17,000

Administration of Pribilof Islands

The estimate of $1,998,000 represents an increase of $17,000 required for the fur seal research program.

Need for increase.—The additional $17,000 is necessary to provide for increased vessel charter costs, costs of scientific illustrations required for research reports, and for increases in general operating costs.

Plan of work.—Activities concerning the Pribilof Islands will follow the same general lines as in recent years. These include (*a*) management of the Alaska fur seal herd; (*b*) care of the native population of about 600 Aleuts—civic guidance, employment in the fur sealing industry, community services (medical, dental, and educational, and care of the indigents); (*c*) maintenance of buildings, roads, docks, and other facilities on the islands; (*d*) maintenance and operation of a supply vessel; and (*e*) conduct of research studies so as to control and improve the techniques of management of the fur seal herd and the processing of the skins, and to meet the commitments of the U.S. Government under the terms of the Interim Convention on Conservation of the North Pacific Fur Seals. Emphasis will be placed on training of the Aleuts to assume more responsible positions and for relocation to outside areas. Some changes in the supply operation are contemplated as a result of the discontinuance by the Navy of its supply support. In connection with adoption of a new pay plan, careful consideration will be given to overall staffing to minimize labor and salary costs.

Itemization of estimate—Administration of Pribilof Islands

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
PROGRAM AND FINANCING				
Total obligations	$2,072,614	$1,981,000	$1,998,000	+$17,000
Unobligated balance lapsing	26,386			
Appropriation	2,099,000	1,981,000	1,998,000	+17,000
OBLIGATIONS BY OBJECTS				
11 Personnel compensation	969,903	852,000	1,265,000	+413,000
12 Personnel benefits	86,095	57,000	71,000	+14,000
21 Travel and transportation of persons	38,531	29,000	30,000	+1,000
22 Transportation of things	17,026	24,000	23,000	−1,000
23 Rent, communications, and utilities	12,574	20,000	15,000	−5,000
24 Printing and reproduction	939	14,000	14,000	
25 Other services	274,088	605,000	505,000	−100,000
26 Supplies and materials	392,595	508,000	377,000	−131,000
31 Equipment	103,252	72,000	70,000	−2,000
32 Lands and structures	359,699			
Subtotal	2,254,702	2,181,000	2,370,000	+189,000
Deduct quarters and subsistence charges	182,088	200,000	372,000	172,000
Total obligations	2,072,614	1,981,000	1,998,000	+17,000

NEED FOR NEW VESSEL

Chairman HAYDEN. I note that the vessel which has been provided by the Navy to supply the Pribilof Islands to take the fur seal products out will not be available after 1961, and that the Bureau of Commercial Fisheries is endeavoring to secure a larger vessel or to secure this service through the Bureau of Indian Affairs.

Will you inform the committee of the present status of these negotiations?

Mr. MCKERNAN. Yes. We are really trying to take over or have the use of a vessel that the Bureau of Indian Affairs is discarding at the present time. We are competing with one of our sister Bureaus in the Department for the use of this vessel, the *North Star II*. The Office of Territories also would like to get hold of it. But it would provide us with adequate space so that we could send our supplies up to the Pribilof Islands.

We have some problems here, because there is no harbor on the Pribilof Islands. And so we have to lighter—in other words, put on barges or landing craft—all of our supplies and equipment. Fuel oil as well as food items and items necessary to harvest the fur sealskins in the summertime must be brought to the islands.

For this year, we have been working with the Bureau of Indian Affairs to see if we can charter their new vessel or use the one she is discarding for the new one. We believe that we can work out of this problem, although it was mighty handy to have the use of the Navy vessel for the past many years for this purpose.

POSSIBLE CHARTER OF "NORTH STAR"

Senator MUNDT. You mean there is a possibility you might charter the new *North Star?*

Mr. MCKERNAN. Yes. She may have some cargo capacity that we can use. There is some question about this. And there is especially a question about the time that she could be available.

She in a sense has obligations in the various Indian villages and islands and so forth of Alaska, and we have been negotiating with the Bureau of Indian Affairs to see if we could do it this way. We are trying to do it in the most economical way that we possibly can.

Senator MUNDT. I am a little curious. The *North Star* was a matter of some controversy in the Congress. It looks as though instead of getting any money back for the Treasury from the old *North Star*, it is going to be shifted around from one bureau to another, without any compensation back to the Government. We will be operating a fleet now of two socialized ships up there, instead of one. Do you think that is going to happen?

Mr. MCKERNAN. In our case, Senator, we have been operating a vessel, also, the *Penguin*, a much smaller vessel and inadequate for the total job. And by the way, I am reminded by Mr. Larson that the new ship is the *Emory Victory*. It is the new one to replace the one you spoke about. So the issue is just the same.

Senator MUNDT. A rose by any other name would smell as sweet.

NAVY TO REMOVE VESSEL

Mr. MCKERNAN. I agree. In this case, though, I really do not believe there are going to be additional vessels doing this kind of thing in Alaska. For example, there may be a replacement of one for another, but there will not be an increase in these, because the Navy has been doing this for us, and the Navy is pulling her vessel out.

Senator MUNDT. Why?

Mr. MCKERNAN. Could I supply that for the record, Senator? I should know this, but I do not.

Senator MUNDT. There must be a reason for it.

Mr. MCKERNAN. Yes, there is a reason for it, and we have been negotiating with them for several months, and have not been able to change their mind.

(The information referred to follows:)

STATEMENT ON DISCONTINUANCE OF PRIBILOF ISLANDS SUPPLY SUPPORT BY DEPARTMENT OF NAVY

The termination of supply support by the Navy of the Pribilof Islands is best related in the exchange of letters between the Department of the Navy and the Department of the Interior:

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C. March 21, 1961

Hon. STEWART L. UDALL,
Secretary of the Interior,
Department of the Interior,
Washington, D.C.

MY DEAR MR. SECRETARY: Since 1927 the U.S. Navy has assisted the Department of the Interior in the annual resupply of the Pribilof Islands. This operation takes place during the summer months for a period of 5 to 8 weeks, contingent upon weather conditions prevailing at the time of resupply. No deep-water dock is available in the islands and, therefore, this operation must be handled by amphibious small scraft. For this purpose the Navy has assigned in recent years, either directly or through the Military Sea Transport Service, an amphibious cargo ship which carries landing craft for the ship-to-beach cargo movement.

Due to budgetary considerations, the U.S. Navy has not been able to replace the World War II amphibious ships with new construction in pace with the number of ships which are being retired due to old age and obsolescence. There

now remain only seven amphibious cargo ships in commission in the Pacific with no outlook of any increase. These remaining ships are committed to the limits of their operational capabilities to sustain our national defense posture.

In order to alleviate this untenable situation for the U.S. Navy, I would propose for your consideration that, effective fiscal year 1962, the U.S. Navy withdraw its support from the Pribilof Islands annual resupply operation. The Military Sea Transport Service is capable of undertaking this operation without direct Navy support by means of a ship loan. It also may be possible for the Department of the Interior to arrange for this resupply by means of commercial charter. Should you be amenable to this proposal, U.S. Navy facilities could be made available for the training of amphibious small craft and hatch crews until a degree of proficiency could be attained in the peculiarities of this operation.

I am appreciative of the fact that this proposal would break with some 34 years of precedent. I am also aware that this proposal involves considerable changes in funding. However, basic naval costs in support of this operation have been estimated as high as $273,000 annually for which, heretofore, only minimal charges have been made. The Navy cannot support the project without severe impact on the amphibious and contingency war readiness of the Pacific Fleet.

Sincerely yours,

KENNETH E. BELIEU,
Assistant Secretary of the Navy (Installations and Logistics).

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 7, 1961.

Hon. KENNETH E. BELIEU,
Assistant Secretary of the Navy (Installations and Logistics),
Department of the Navy,
Washington, D.C.

DEAR MR. BELIEU: This is in response to your letter of March 21 in which you propose that commencing in fiscal year 1962 the U.S. Navy withdraw its support from the Pribilof Islands annual resupply operation. As you have pointed out, the U.S. Navy has assisted this Department in the resupply operation each summer since 1927. In recent years, the vessels utilized in this operation have been provided through an arrangement with the Military Sea Transport Service. Native communities numbering some 600 individuals as well as the multi-million-dollar fur-seal industry are dependent on this operation.

We can appreciate your proposal to discontinue this service to us. However, our planning for the coming season, which, of course, has been underway for many months, has been predicated on a continuance of our longstanding arrangement with the U.S. Navy for the resupply operation. To make other arrangements at this late date will place us in a most difficult position. Our budget for fiscal year 1962, which is presently before the Congress, is based on the continuance of this assistance from the U.S. Navy. Among other problems, the present construction program on the Pribilof Islands requires that the U.S. Government, under contract, provide for the delivery of certain tonnages of supplies and materials on a scheduled basis. This schedule contemplates a sizable delivery by the U.S. Navy resupply operation in August 1961.

We are presently studying other arrangements for supplying the islands. In this connection, we appreciate your offer to assist us in the training of amphibious small craft and hatch crews, and we very possibly may wish to request such assistance in the future. However, at this advanced date, we would not be able to initiate major changes in the resupply program prior to the 1961 summer season. We, therefore, would be most hopeful that the U.S. Navy could provide this valuable service to us in the forthcoming summer. If, upon further consideration, it is determined that this can be done, loading in Seattle should begin August 8, with departure for the islands scheduled for August 15. As in other recent years, the Bureau of Commercial Fisheries of this Department is prepared to reimburse the U.S. Navy for this resupply operation.

If it would be helpful to you, we would be happy to arrange for a conference to review this matter further. Because of the critical time element, your prompt consideration of the above will be most appreciated.

Sincerely yours,

JAMES K. CARR,
Acting Secretary of the Interior.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C., April 19, 1961.

Hon. JAMES K. CARR,
Acting Secretary of the Interior,
Department of the Interior, Washington, D.C.

DEAR MR. CARR: With reference to your letter of April 7, 1961, concerning naval support requirements for the resupply of the Pribilof Islands, I am appreciative of the difficulties which you would encounter in attempting to make other budgetary reservations for fiscal year 1962 in the event U.S. Navy supply vessels were withdrawn.

I therefore am requesting the Chief of Naval Operations to support the resupply program commencing August 8, 1961, in the manner to which it has been attended in the past.

In accordance with your letter, the Navy would expect the Department of the Interior to make other arrangements for the resupply of the Pribilof Islands commencing with the summer of 1962. Any training assistance which may be found desirable in connection with this turnover may be arranged with naval authorities.

I am most gratified by the consideration you have given this matter.

Sincerely yours,

JAMES H. WAKELIN, Jr.,
Assistant Secretary of the Navy (Research and Development).

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 5, 1961.

Hon. JAMES H. WAKELIN, Jr.,
Assistant Secretary of the Navy (Research and Development), Department of the Navy, Washington, D.C.

DEAR MR. WAKELIN: Your letter of April 19 concerning resupply of the Pribilof Islands has been received. We very much appreciate your prompt reply to our letter of April 7 concerning this matter and your offer to support the resupply program commencing August 8, 1961.

The regional office, Bureau of Commercial Fisheries, in Seattle has been instructed to contact the Pacific area office of the Military Sea Transportation Service in San Francisco to arrange for the details of the 1961 resupply operation.

We are very appreciative of the long-term assistance which the Navy has given to us in supplying the Pribilof Islands and particularly the arrangements which have been made for the 1961 operation. We are exploring other possible arrangements for the resupply of our isolated Pribilof Islands stations, commencing with the summer of 1962.

Sincerely yours,

FRANK P. BRIGGS,
Assistant Secretary of the Interior.

COMMENT ON DISPOSAL METHODS

Senator MUNDT. The thing that is always difficult for me to understand: I simply cannot understand the governmental way of doing business. We move along with the old *North Star*, and they put up a plea which I thought was unsound, but I was overruled and outvoted in that, and I believe in majority rule, so that is a dead argument. So you get a new *North Star*. In any other business in the world, you would trade in the old vessel and get some money and pay it back to the treasury. The Government never does that. We pile ship upon ship, service upon service, never thinking that there must be some value received.

We even have a surplus disposal program where we dispose of Government property by a long, tortuous route, just to make as sure

as possible it never gets sold to somebody, so that the money comes back to the Treasury.

That is all right, but if we wreck the economy of the country, we are all in trouble. You do not get your salary. We do not get ours. The country goes broke.

Somehow or other, it seems to me we have to develop a little bit of business principle and economic soundness in these concepts. As I say, you are the lucky recipient of public policy. You buy one ship and get two.

I am not criticizing you. Maybe you have a ship now that you are getting rid of and you are going to hand on to some other Government bureau. You said you have a ship you are getting rid of, the *Penguin*.

Mr. McKernan. If we get rid of this ship, I am quite sure we are going to dispose of it through regular surplus property procedures and possibly sell it, Senator, but I am afraid to say I do not think the Government is going to be much richer. That is, they will not get very much for this.

In defense of the Department's position here, I would like to point out, however, that this is a much better way of doing than getting rid of a ship for a fraction of its real value and then coming before Congress and asking for a brandnew one.

I think the Secretary of Interior is very well aware of the economics of this problem, and he has been making sure that the construction of new ships was not requested while we had one that might fill the bill. And he has very carefully canvassed various departments.

ECONOMY OF TRUST TERRITORIES

Let us take the need for the trust territories, and since I have been negotiating with them with respect to this, I am somewhat familiar with that, although on this matter I do not attempt to speak for the Department. But I know the idea here is to try to make it possible to more quickly develop the economy of the trust territories and try and encourage some industry into the trust territories. Apparently the ship they are using at the present time is completely inadequate for this purpose, and the old *North Star* would be much better.

I think the Secretary's intent, whether it is fulfilled or not, is to try and bring about greater economies, and not have one bureau sell a ship that might be worth $40,000 for $20,000 at public auction and at the same time have another bureau that could possibly use this come before Congress and request funds for maybe $1 million or $2 million.

REMODELING SHIPS

Senator Mundt. Can't you ever modify the inside of a ship? Unless they have all been sunk? There must be some in the mothball fleet. I can remember seeing whole rivers full of ships which have been mothballed, that the Navy owner and nobody wanted.

I am a landlubber. I do not have much salt water in my nostrils. But I would think you could remodel the inside of a ship in some way.

Mr. McKernan. That is correct, and we have been doing this whenever it is possible. In fact, our own Bureau, with respect to carrying

out our obligations in research, has searched and surveyed these particular vessels. And what we have done is project these costs to the best of our ability, to see how we can do it more economically, whether it is more economical to build a new oceanographic vessel or perhaps to alter an existing one. And sometimes we find it is best to construct a new one, but on the other hand, many times we have been modifying them, and we are right at the present time.

FISHERY LOAN FUND

Chairman HAYDEN. For Administrative Expenses, Fisheries Loan Fund, you are requesting $250,000 for the coming fiscal year, the same amount as appropriated last year. This is an expense limitation on which you may have some comment.

The narrative accompanying this request will be placed in the record.

(The justification follows:)

FISHERIES LOAN FUND—ADMINISTRATIVE EXPENSES

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Administrative expenses	216,535	250,000	250,000	
Unobligated balance no longer available	33,465			
Total	250,000	250,000	250,000	

Administrative expense limitation

The estimate of $250,000 is the same as for 1962.

Plan of work.—The administrative requirements for this program will be about the same as in 1962. Functions performed in connection with the administration of the program will include investigating the fishery and financial aspects of loan applications, consideration of applications for approval or disapproval, preparation of authorizations for a loan or letters of decline, preparation of the final loan documents, closing of approved loans, collecting payments and keeping the required records. Up until September 1961, the financial investigation of loans over $10,000, and the closing and servicing of loans were handled by the Small Business Administration. Since that time these functions as well as other functions connected with the loan fund have been handled by the Bureau of Commercial Fisheries with legal matters connected with the closing and servicing of loans being supervised by the Office of the Solicitor of the Department.

Itemization of estimate—Fisheries loan fund administrative expense limitation

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$216,535	$250,000	$250,000	
Unobligated balance no longer available	33,465			
Limitation	250,000	250,000	250,000	
BUREAU OF COMMERCIAL FISHERIES				
Obligations by objects:				
11 Personnel compensation	97,253	188,500	193,000	+4,500
12 Personnel benefits	7,309	14,500	15,000	+500
21 Travel and transportation of persons	11,437	23,000	22,000	−1,000
22 Transportation of things	131	1,000		−1,000
23 Rent, communications, and utilities	5,612	8,000	8,000	
24 Printing and reproduction	1,211	2,000	3,000	+1,000
25 Other services	4,580	5,000	4,000	−1,000
26 Supplies and materials	2,641	3,000	4,000	+1,000
31 Equipment	936	5,000	1,000	−4,000
Total, Bureau of Commercial Fisheries	131,110	250,000	250,000	

PURCHASE OF PASSENGER VEHICLES

Chairman HAYDEN. There will also be included in the record justification for the Bureau of Sports Fisheries and Wildlife to purchase 103 passenger motor vehicles, 76 for replacement, as well as two additional aircraft. The Bureau of Commercial Fisheries is asking authority to purchase 11 additional passenger carrying vehicles. The justifications for these requests will be placed in the record.

(The justifications follow:)

FISH AND WILDLIFE SERVICE—ADMINISTRATIVE PROVISIONS

BUREAU OF SPORT FISHERIES AND WILDLIFE

Passenger motor vehicles

The estimates of the Bureau of Sport Fisheries and Wildlife for the fiscal year 1963 contemplate the purchase of 133 passenger motor vehicles, 76 of which are for replacement. All of the vehicles to be replaced will meet the age and mileage replacement standards. Many will have run over 100,000 miles in hard service.

The principal use for vehicles is by U.S. game management agents. Police-type passenger motor vehicles are necessary to effectively carry out responsibilities for enforcing fish and game laws, including the Black Bass Act (16 U.S.C. 851–856); the Bald Eagle Act (16 U.S.C. 668–668d); the Lacey Act (16 U.S.C. 701–2); the Migratory Bird Treaty Act (16 U.S.C. 703–711) and the Criminal Code (18 U.S.C. 41–44). Enforcing these laws involves police-type work of patrol and pursuit and apprehension of law violators. Vehicles used by the Bureau for law enforcement average 30,000 miles per year. Much of this mileage is on unimproved roads and over rough and hazardous terrain. Power is needed to travel in snow or on ice and pull out of mud, sand, and deep ruts. Power is needed to get in and out of areas where violations are likely to occur and for pursuit of violators with rapid acceleration and sustained high speeds. The work often involves using the vehicles to haul cargo or boat trailers which can be done efficiently only with vehicles equipped for heavy duty. Sixty-one of the new vehicles will be of police-type, for use by game management agents.

Twenty-six station wagons are included in the estimate, 16 new and 10 for replacement. These will be used principally by biologists, wildlife refuge managers, and predator and rodent control operators for extensive driving, the hauling of personnel, scientific instruments, materials, and field equipment.

General Services Administration standards provide for replacement of passenger motor vehicles every 6 years or 60,000 miles. On an age basis this permits an economical replacement of the entire fleet in 6 years. On a mileage

basis economical replacement is every 2 to 4 years. Replacement of vehicles at the rate authorized for 1961 and 1962 and estimated for 1963, will permit maintenance of the fleet on an economical basis in accordance with replacement standards established by General Services Administration.

Aircraft

Aircraft in Alaska are needed for patrol and transportation of Bureau personnel to areas having no other access. These aircraft are piloted by U.S. game management agents, biologists, refuge managers, predator control operators, and in a few instances by pilot-mechanics. Operations are largely in isolated areas where transportation facilities and roads are inadequate, making it necessary to rely on aircraft and boats. The nature of the work is such that good equipment is necessary in the interest of safety. There are 14 planes in Alaska engaged in sport fish and wildlife program activities.

One additional plane is requested for use at the Clarence Rhode National Wildlife Refuge in Alaska. This refuge, encompassing some 1,870,000 acres of tidal marsh and flat tundra bordering on the Bering Sea, is probably the greatest remaining waterfowl breeding ground on the North American Continent. To effectively patrol and manage an area of this nature the only feasible mode of travel is by airplane.

Aircraft in the contiguous 48 States are used for waterfowl surveys; law enforcement; refuge management, including plant control, seeding of waterfowl feeds, and crop depredation control work; and predator control. One additional aircraft is requested for use in enforcement activities.

No aircraft are used to transport personnel as a primary function.

Aircraft to be purchased:	
Number	2
Gross cost	$36,000
Aircraft to be exchanged:	
Number	-------
Allowance	-------
Net cost	$36,000
Old aircraft still to be used	34

BUREAU OF COMMERCIAL FISHERIES

Passenger motor vehicles

The Bureau requests authority to increase by 11 the total number of passenger-carrying vehicles it now operates. It is proposed to purchase three automobiles and eight station wagons.

Two automobiles are requested for the use of statistical field agents operating out of the Bureau's New Orleans office and the remaining automobile for marketing activities conducted by the new field station at Dumas, Ark.

Eight station wagons are needed for the use of fishery biologists in carrying out research investigations in the Great Lakes area. Station wagons are the most suitable vehicles for transporting the personnel and carrying the equipment and supplies required to carry out these programs.

CLEARING OUT ROUGH FISH

Senator MUNDT. I have one further question.

In any of the operations of the Commercial Fisheries Bureau, Doctor, do you do anything in connection with the only type of commercial fishing that we have out in our area? That is rough fish, cleaning our lakes of rough fish, usually carp. I do not know whether you have any problems or whether you can improve the marketability of carp.

I just wondered whether you had anybody that was working in that area.

Mr. MCKERNAN. Yes, Senator, I am pleased to say that we have a very active program going on in this area. We are aware that many times reservoirs and lakes, as well as such large bodies of water as the Great Lakes, have tremendous quantities of these so-called rough fish, and they are a source of very valuable protein.

USE FOR PET FOOD

We have been working with such people as General Foods, and others, to develop the use of these for pet food, for example, and also for mink food.

Now, there are some problems with this. Some of these fish contain a chemical called thiaminase. That is, it is a chemical which destroys thiamin, vitamin B_1, in its raw state. It does not do that after it is cooked. We have been working with them to develop antithiaminases, and also to work out ways to economically process these so that they can be used for fur farming in the Midwest and also for the enormous pet food industry.

They tell me, Senator, that this is the largest canned food industry in the United States. And meat products are getting scarce, and they are turning more and more to fishery products. The rough fish are ideal for this purpose. And we have an active technological and marketing program going on in the Midwest, and we have a regional office there that takes care of your area, as well as the Mississippi River Basin and Great Lakes area, and we are hopeful to find economic ways of harvesting these, working with our sister Bureau, and then to find markets where they can be used. But there is a great deal of activity right now, and thought, on industry's part, on the construction of pet food manufacturing plants in the Midwest for the use of rough fish species.

Senator MUNDT. Thank you.

WORLD FISHERY COMPETITION

Senator DWORSHAK.. Mr. McKernan, I missed the first part of your statement, but I am interested in what you say that notwithstanding the tremendously increased gain in fisheries throughout the world, the major gains were made not by United States but by Russia, Peru, Japan. What is responsible for that? We are dropping to fifth place in 1961, from third position.

What is responsible? Can you tell us, briefly? Or have you already explained that?

Mr. MCKERNAN. Not in any great detail. No, I have not.

The matter is that both Russia and Japan and Red China have taken a national position that the development of the harvest of the seas should be carried out, and Russia, for example, has set goals of doubling their fish catch in a relatively short time.

This year, for example, Russia took in the neighborhood of 7 billion pounds, as compared with our own 5.3 billion pounds of fish, and she claims by about 1970 she is going to double this again.

That is national policy. She is sending research boats to all oceans of the world, including the South Atlantic and South Pacific. She has research vessels and production vessels in the tropical Atlantic Ocean as well as the tropical Pacific. She is on both our coasts, and she is deliberately going out with the idea of competing actively for the living resources of the sea.

INCREASED OCEAN STUDIES

I think that some of the activities of our Government are very healthy in this regard. Just in the past couple of years, we have launched on a program to increase our studies of the oceans, from the standpoint of defense, but also from the standpoint of competing more successfully in the harvest of these living resources.

I am of the opinion that we must do much more, Senator, in learning about the ocean as an environment for these living resources, and that while we may not wish to subsidize tremendous fleets to go to all oceans of the world, by learning more through research, we can compete successfully in technology and also in research for these resources.

Senator DWORSHAK. Is it possible that the American private fishing industry is handicapped because the expenses are higher than those of other countries with which we compete?

Mr. MCKERNAN. Most certainly.

Senator DWORSHAK. And in your statement you also point out the possibilities that with the development of the Common Market and possible trade development patterns, you say definitely—

> Should across-the-board cut in tariffs become a reality, we will find many sections of our fishing industry in difficulty.

You are forecasting the real problems that will face the industry, and we are already dropping far behind. You really feel that the economic factors are very vital in this competition?

Mr. MCKERNAN. Yes, I do, Senator.

Senator DWORSHAK. Thank you.

Chairman HAYDEN. If there are no further questions, we thank you for your appearance, sir.

BUREAU OF SPORT FISHERIES AND WILDLIFE

STATEMENTS OF DANIEL H. JANZEN, DIRECTOR; ABRAM V. TUNISON, ASSISTANT DIRECTOR; LANSING A. PARKER, ASSISTANT DIRECTOR; RAYMOND E. JOHNSON, CHIEF, DIVISION OF SPORT FISHERIES; NOBLE E. BUELL, CHIEF, DIVISION OF WILDLIFE; JAMES T. McBROOM, CHIEF, DIVISION OF TECHNICAL SERVICES; W. E. CORBIN, CHIEF, DIVISION OF ADMINISTRATION; AND R. E. PODOLAK, CHIEF, BRANCH OF BUDGET AND FINANCE

ESTIMATE AND JUSTIFICATION

Chairman HAYDEN. We will now hear from the Bureau of Sport Fisheries.

There will be placed in the record the justifications for the budget estimate for the year 1963 for "Management and investigations of resources," amounting to $26,572,000, an increase of $3,231,693 over the amount available in fiscal year 1962.

(The justification follows:)

BUREAU OF SPORT FISHERIES AND WILDLIFE—MANAGEMENT AND INVESTIGATIONS OF RESOURCES

The purpose and long-range objectives of the program for management and investigations of resources are the perpetuation, use, and enjoyment by the people of the sport fish and wildlife resources of the Nation. These objectives are attained through production and distribution of hatchery fish; the maintenance of a nationwide system of wildlife refuges; the regulation of migratory bird hunting; and the management of fish and wildlife populations by scientific research and methods, all conducted in cooperation with the States and private organizations.

For 1962, appropriation increases provided for uncontrollable items and expansion in some activities to better meet Bureau responsibilities. The uncontrollable items include shifts in financing to replace supplementary funds no longer available; replacement of over-age and unservicable equipment; a start in eliminating deferred maintenance work on refuges; and increases to cover rising costs of labor, supplies, equipment, and services. Program expansion includes operation and maintenance of new hatcheries, refuge areas, and facilities; increased research effort in most study fields with the addition of new projects for reservoir research and the elimination of undesirable fish in the Southeastern States; establishment of the first cooperative fishing unit at Utah State University under the act of September 2, 1960 (16 U.S.C. 753a–b); and a more adequate Federal contribution to the cooperative predator and rodent control program.

The program for 1963 provides increases for operation of new hatcheries and refuges; improved maintenance of all hatcheries and refuges; strengthening of the migratory bird management and enforcement program by additional staffing; a more adequate program of soil and moisture conservation work in the refuge system; review of applications for drainage assistance which affect waterfowl habitat; and expansion in the research fields of trout liver cancer, Pacific marine sport fisheries, waterfowl data analysis, fish and wildlife pesticide relationships, and studies of bird hazards to aircraft.

There is no substantive language change.

Management and investigations of resources

Appropriation, 1961	$19,308,000
Appropriation, 1962, total	23,315,650
Comparative transfer from: Grain for migratory waterfowl	+35,000
Transfer to: Operating expenses, Public Building Service, General Services Administration	−10,343
Total amount available, 1962	23,340,307

SUMMARY OF INCREASES, 1963

Management of fishery resources:	
To operate new facilities at existing hatcheries and to place new hatcheries into production	+398,500
To provide a more adequate level for the maintenance of physical facilities	+75,000
Fishery research:	
To replace Federal aid reverted funds no longer available	+50,000
To expand research on trout liver cancer	+75,000
To initiate the Pacific marine game fish program	+75,000
To staff and equip new laboratory space for fish-pesticide relationship studies	+55,000
Administration of wildlife resources:	
Wildlife refuges:	
To maintain existing refuges at an adequate level	+600,892
To provide for operation and maintenance of new refuge areas	+250,000
To provide a more adequate base for equipment replacement	+55,000
To provide for costs of employees compensation payments	+10,108
Enforcement and surveys:	
To provide for additional undercover agents and enforcement personnel	+368,000
To provide premium pay for extra duty of enforcement personnel	+150,000
To provide for increased operating costs	+49,000
To provide for costs of surplus grain for starving waterfowl	+5,000
Control of predatory animals and injurious rodents: Adjustment for office space rental costs assumed by General Services Administration	+3,000
Wildlife research:	
To provide for expansion of the waterfowl data analysis program	+85,000
To meet increased costs and expansion of the pesticide-wildlife relationship program	+115,000
To provide for studies of bird hazards to aircraft	+190,000
Soil and moisture conservation: To provide for program expansion	+497,000
River basin studies: To better meet responsibilities for review of applications for drainage assistance affecting waterfowl	+125,193
Net change, 1963	+3,231,693
Budget estimate, 1963	26,572,000

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Analysis by activities (direct appropriation)

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Management of fishery resources	$5,128,699	$5,707,500	$6,181,000	+$473,500
2. Extension and training	206,657	237,000	237,000	
3. Fishery research	893,943	1,449,000	1,704,000	+255,000
4. Administration of wildlife resources	7,684,332	9,882,000	11,370,000	+1,488,000
5. Control of predatory animals and injurious rodents	2,131,298	2,503,000	2,506,000	+3,000
6. Wildlife research	1,932,052	2,300,000	2,690,000	+390,000
7. Soil and moisture conservation	205,233	208,000	705,000	+497,000
8. River basin studies	1,049,525	1,053,807	1,179,000	+125,193
Unobligated balance no longer available	76,261			
Total	19,308,000	23,340,307	26,572,000	+3,231,693

Analysis by activities (total funds)

Activity and appropriation	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Management of fishery resources: Management and investigations of resources	$5,128,699	$5,707,500	$6,181,000	+$473,500
2. Extension and training: Management and investigations of resources	206,657	237,000	237,000	
3. Fishery research:				
Management and investigations of resources	893,943	1,449,000	1,704,000	+255,000
Federal aid in fish restoration and management	105,608	50,000		−50,000
Subtotal	999,551	1,499,000	1,704,000	+205,000
4. Administration of wildlife resources:				
Management and investigations of resources	7,684,332	9,882,000	11,370,000	+1,488,000
Expenses for sales, etc., in refuges, Migratory Bird Conservation Act	73,569	115,000	115,000	
Management of national wildlife refuges	1,443,108	1,385,548	1,385,548	
Subtotal	9,201,009	11,382,548	12,870,548	+1,488,000
5. Control of predatory animals and injurious rodents: Management and investigations of resources	2,131,298	2,503,000	2,506,000	+3,000
6. Wildlife research:				
Management and investigations of resources	1,932,052	2,300,000	2,690,000	+390,000
Federal aid in wildlife restoration	103,838	127,940	52,940	−75,000
Subtotal	2,035,890	2,427,940	2,742,940	+315,000
7. Soil and moisture conservation: Management and investigations of resources	205,233	208,000	705,000	+497,000
8. River basin studies:				
Management and investigations of resources	1,049,525	1,053,807	1,179,000	+125,193
Federal aid in wildlife restoration		35,000		−35,000
Construction, general, Corps of Engineers, Civil	512,692	558,656	576,000	+17,344
General investigations, Corps of Engineers, Civil	49,616	56,206	96,000	+39,794
Construction and rehabilitation, Bureau of Reclamation	237,541	259,765	268,800	+9,035
General investigations, Bureau of Reclamation	214,680	273,201	278,400	+5,199
Subtotal	2,064,054	2,236,635	2,398,200	+161,565
Total, direct appropriation	19,231,739	23,340,307	26,572,000	+3,231,693
Other funds	2,740,652	2,861,316	2,772,688	−88,628
Grand total	21,972,391	26,201,623	29,344,688	+3,143,065

1. Management of fishery resources

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Fish hatcheries	$5,112,634	$5,691,500	$6,165,000	$473,500
(*b*) Enforcement of black-bass law	16,065	16,000	16,000	
Total	5,128,699	5,707,500	6,181,000	473,500

(a) Fish hatcheries

The estimate for this subactivity is $6,165,000 an increase of $473,500 of which $398,500 is needed to operate new facilities at existing hatcheries and to place new hatcheries into partial production; and $75,000 is needed for maintenance of physical facilities.

Need for increase.—(*a*) Operation of new hatcheries and new facilities being constructed at existing hatcheries, $398,500: A construction program is currently authorized which will provide additional facilities in areas where the need for additional fish propagation and stocking of waters is most critical. The $398,500 increase for new hatcheries and new facilities at existing hatcheries is needed for salaries, fish food, and other operational expenses and costs of distributing the increased production of fish. These funds are for use at 19 hatcheries, as shown in the following table:

Operation of new hatcheries and new facilities being constructed at existing hatcheries

Fish hatchery	1962 construction appropriation	1962		1963 increase				When operating at 100 percent capacity	
		Operating costs	Estimated production	Operating costs	Estimated production	Total operating costs	Estimated total production	Operating costs	Estimated production
			Pounds		*Pounds*		*Pounds*		*Pounds*
Carbon Hill, Ala	$162,500	$15,900	1,900	$10,000	2,100	$25,900	4,000	$25,900	4,000
Alchesay, Ariz	330,000			60,000	40,000	60,000	40,000	125,000	150,000
Corning, Ark	(1)	25,500	5,500	10,000	4,500	35,500	10,000	35,500	10,000
Coleman, Calif	160,000	146,750	175,000	50,000	65,000	196,750	240,000	239,350	305,500
Leadville, Colo	158,000	46,450	90,000	25,000	50,000	71,450	140,000	71,450	140,000
Chattahoochee Forest, Ga	150,000	58,850	40,000	50,000	60,000	108,850	100,000	108,850	100,000
Cohutta, Ga	124,000	16,450	2,500	10,000	3,000	26,450	5,500	26,450	5,500
Millen, Ga	70,000	26,350	3,200	11,000	2,000	37,350	5,200	37,350	5,200
Jordan River, Mich	425,000			30,000	10,000	30,000	10,000	100,000	85,000
Pendills Creek, Mich	(1)	45,150	25,000	15,000	10,000	60,150	35,000	60,150	35,000
Meridian, Miss	150,000	23,950	2,000	12,000	2,000	35,950	4,000	35,950	4,000
Creston, Mont	(1)	66,000	85,000	15,000	30,000	81,000	115,000	81,000	115,000
Ennis, Mont	151,000	96,000	160,000	28,000	50,000	124,000	210,000	124,000	210,000
Hot Springs, N. Mex	(1)	27,500	15,000	6,000	5,000	33,500	20,000	33,500	20,000
Garrison Dam, N. Dak	307,000	30,650	4,000	15,000	10,000	45,650	14,000	60,000	20,000
Orangeburg, S.C. (including Orange County)	125,000	28,000	3,000	6,000	1,000	34,000	4,000	34,000	4,000
Gavins Point, S. Dak	143,000	70,800	12,000	19,500	6,000	90,300	18,000	90,300	18,000
Erwin, Tenn	100,000	44,000	30,000	16,000	20,000	60,000	50,000	60,000	50,000
Bowden, W. Va	70,000	90,050	70,000	10,000	10,000	100,050	80,000	100,050	80,000
Total	2,625,500	858,350	724,100	398,500	380,600	1,256,850	1,104,700	1,448,800	1,361,200

[1] Construction with funds appropriated prior to 1962.

NOTE.—All cost figures are exclusive of major repairs and equipment.

(*b*) Maintenance of physical facilities, $75,000: A serious backlog of maintenance work accumulated at national fish hatcheries during World War II and the postwar years. Facilities at hatcheries constructed at or before the turn of the century deteriorated extensively and even those hatcheries established in the years immediately prior to 1940 were affected adversely. In 1950, the Congress recognized the need for the establishment of a maintenance program and appropriated $150,000 to initiate it. $135,000 was allowed for this program in each of the following 2 years. There were increases in more recent years until in 1959, $697,350 was appropriated for the maintenance program.

The total cost of annual maintenance necessary for the protection of the Government's investment in fish hatcheries has been determined by an evaluation of physical improvements and the application of percentages obtained from data secured from such agencies as the Housing and Home Finance Agency and the Public Roads Administration. Physical improvements at national fish hatcheries were valued at approximately $45,964,200 in June 1961. By using application percentages for each of the 11 categories listed, a total of $1,511,400 is found to be the annual requirement for a proper maintenance program.

Physical improvement	Value	Maintenance required (percent)	Cost of annual maintenance
Buildings	$19,090,100	2	$381,802
Earthen ponds	7,237,000	5	361,850
Concrete structures	8,809,200	3	264,276
Water supply and drainage lines	6,433,800	3	193,014
Roads and driveways	1,545,400	4	61,816
Bridges	151,500	3	4,545
Fences	149,360	10	14,936
Ditches and canals	1,498,300	10	149,830
Wells	435,050	5	21,753
Traps and racks	486,800	10	48,680
Power and telephone lines	127,700	7	8,939
Total	45,964,210		1,511,441

The increase of $75,000 when added to the $697,350 presently available will provide $772,350 for maintenance and permit a program that more closely approaches the tabulated requirements.

Plan of work.—The $6,165,000 estimate is for salaries and other costs of operation and maintenance of hatcheries and distribution of fish. The Bureau works in cooperation with all States in the distribution of hatchery-reared fish to insure that stocking will conform with State management plans and to avoid duplication of effort.

(*b*) *Enforcement of black bass law*

The estimate of $16,000 is the same as for 1962.

Plan of work.—The estimate of $16,000 will be used for expenses of enforcement of the Black Bass Act of 1926, as amended (16 U.S.C. 851–856) which prohibits interstate traffic in black bass and all other fishes taken contrary to the laws of the State in which taken.

2. Extension and training

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Extension and training	$206,657	$237,000	$237,000	

(*a*) *Extension and training*

The estimate for this activity is $237,000, the same as 1962.

Plan of work.—The $237,000 estimate will be used for salaries and expenses of personnel engaged in providing assistance to cooperating Federal and State agencies in the management of sport fishery resources; in seeking the maximum contribution to sport fishing from the fish produced at the national fish hatcheries; in providing information on sport fishery management in response to

requests from the public; and in the training of fishery biologists for employment in the profession. The estimate is broken down by functions, as follows:

Function:	*Estimate, 1963*
(*a*) Technical assistance in sport fishery management	$187,000
(*b*) Better fishing from hatchery fish	20,000
(*c*) Cooperative fishery units	30,000
Total	237,000

3. Fishery research

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Fishery research	$893,943	$1,449,000	$1,704,000	+$255,000

Fishery research.—The estimate for this activity is $1,704,000 an increase of $255,000 of which $50,000 is needed to replace Federal aid in fish restoration and management reverted funds that will no longer be available due to decreased reversions by the States and $205,000 is for expansion of programs and full-year financing of new studies.

Need for increase.—(1) $50,000 is needed to replace reverted funds under the Federal Aid in Fish Restoration Act which will no longer be available and must be replaced to maintain existing levels of programs.

(2) The items making up the $205,000 increase for expansion and full-year financing of programs are as follows: $75,000 is needed to expand research on cancer in hatchery-reared trout to determine its origin, influence on hatchery production, and prevention or control. $75,000 is needed for Pacific marine game fish research. $55,000 is needed to staff and equip a fish-pecticide research laboratory in new quarters at the Patuxent Wildlife Research Center.

These latter items are explained in greater detail below:

Pathology, $75,000: When trout liver cancer was found to be widely distributed in Federal and other hatcheries throughout the United States, about a year ago, the Bureau diverted its resources, with partial support from the National Cancer Institute, to studies of the disease from several standpoints of cause, effect transmissibility, cell changes, and regression. An increase of $75,000 is needed to explore further possible causes of trout liver cancer. Attempts at isolating the particular agent causing the condition will be expanded to include diet ingredients because research appears to implicate fats. Dietary fats will be broken down into types and fed to trout. As liver cancer develops, hormone and special diet treatments will be used to halt or reverse the condition. Causative agents will be cataloged and eliminated from hatchery diets to prevent the occurrence of this malignant disease.

Public water areas, $75,000: An increase of $75,000 is needed for marine game fish research to commence a program on the Pacific Coast at the recently acquired site in Tiburon, Calif. Activities planned include recruitment of a staff of biologists; partial rehabilitation of buildings for laboratory, office, and library; procurement of instruments and equipment; planning for future research and initiation of research on marine sport fishes.

Environmental influences, $55,000: The new laboratory building at the Patuxent Wildlife Research Center, near Laurel, Md., provides space for both fish and wildlife research on the effects of pesticides on animals. An increase of $55,000 is needed for staff, equipment, and some contract specimen examination to expedite final reports.

4. Administration of wildlife resources

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase
(a) Wildlife refuges	$5,764,675	$7,482,000	$8,398,000	$916,000
(b) Enforcement of Migratory Bird and Lacey Acts	1,919,657	2,400,000	2,972,000	572,000
Total	7,684,332	9,882,000	11,370,000	1,488,000

(a) Wildlife refuges

The estimate of $8,398,000 is an increase of $916,000 consisting of:

(1) $600,892 to maintain existing refuges at a more adequate level.
(2) $250,000 for operation and maintenance of new refuge areas.
(3) $55,000 for equipment replacement.
(4) $10,108 for employees' compensation payments.

Need for increase.—(1) Existing refuges: An increase of $600,892 is needed for additional staff and other costs to permit operation and maintenance of existing refuges at a more adequate level to realize their potential as feeding, resting, and breeding areas for dangerously low populations of migratory waterfowl. The National Wildlife Refuge System consists of 284 areas, totaling approximately 28½ million acres, with a physical plant valued at over $90 million. The increase includes the following:

Forty thousand dollars for increased pumping and water transportation costs at the Sacramento, Colusa, Sutter, Bowdoin, Nine Pipe, Pablo, Kern, Pixley, and Tule Lake Refuges. These refuges alone winter over 4½ million waterfowl and produce tens of thousands of birds. Surface water, and to an increasing degree underground water, in the Western States is generally in very short supply, is under appropriation law, and is mostly controlled by irrigation districts. Successful refuge operations require the development and operation of underground water sources.

One hundred and ninety-five thousand dollars for needed staffing, including 12 maintenancemen, with 1 each at Camas, Minodoka, Ouray, Tewaukon, Gulf Islands, Pea Island, St. Marks, Savannah, Bombay Hook, Killcohook, and 2 at Crab Orchard; 4 clerks with 1 each at Slade, Minneapolis, Big Lake, and Santee; 1 wildlife aid at Holla Hend; 7 assistant refuge managers with 1 each at Crab Orchard, Agassiz, Horicon, DeSoto, Quivira, Buffalo Lakes, and Modoc; 1 administrative assistant at Albuquerque; 2 wildlife management biologists, with 1 each at Boston and South Florida, refuges; and 5 program planners with one each at Portland, Albuquerque, Minneapolis, Atlanta, and Washington, D.C. The full potential and wildlife use of these refuges can better be realized with an expanded staff. The program planners are urgently needed to provide technical assistance in working up master development and management plans required for the major refuges in addition to new refuges being added to the system each year. Of the present 130 major wildlife refuges, master plans have been scheduled for only 23 refuges. Plans are to step up this program to provide for the master planning of at least 12 to 15 refuges each year.

One hundred twenty-five thousand dollars for increases in wages for unclassified personnel. These wages are set by wage board surveys, and have been increasing each year in varying amounts. For example, the hourly rate of a laborer at the Savannah refuge in Georgia which was $1 in 1960 increased to $1.66 in 1961; the hourly rate for maintenancemen at the Blackwater refuge in Maryland this past year increased from $1.96 to $2.32 and at Malheur refuge in Oregon, the rate has increased from $2.13 to $2.37. Increases of this type must be provided for in operation and maintenance funds. With approximately 275 permanent wage rate personnel plus temporary and seasonal employees and an estimated average increase of 7 percent, wage increases in 1963 will amount to a minimum of $125,000.

One hundred forty thousand dollars for fire protection on national wildlife refuges. The refuge system encompasses 13 million acres of grassland, brushland, and timberland in need of continuing protection to prevent or control the spread of wildfires. The Bureau currently has an incidence of 100 wildfires annually which damage an estimated 17,000 acres. This increase will make available $100,000 for fire presuppression work consisting of maintenance of firebreaks,

trails, and planned controlled burning of high hazard areas; and $40,000 for hire of emergency fire labor and supplies.

One hundred thousand eight hundred ninety-two dollars for increased costs of basic materials, supplies, and utilities, resulting from higher price levels and additional quantities needed, and for expanded management work on primary lands and waters within the refuge system, which exceed 6 million acres of cropland, timber, and wetlands. Croplands must be managed to produce in excess of 2 million bushels of grain each year to provide food for migratory waterfowl. The cost of seed, fertilizer, land preparation, and water for irrigation purposes has increased in the last year. Cropland food production is vital to the sustenance of wintering waterfowl during the critical wintering period and necessary to prevent depredations to neighboring private farmland crops. The management of over 1 million acres of woodlands within the refuge system is essential for improved wildlife habitat, watershed protection, and proper utilization of the resource which returns money to the Government and to local communities. An additional 230,000 acres of marsh and water area, so important in the production of aquatic foods for migratory birds, must be placed under improved management in 1963. Management measures must be primarily designed to provide optimum wildlife habitat through water level control, the distribution of water, and the control of pest plants.

(2) New refuges: An increase of $250,000 is needed for operation and maintenance of the following new refuges:

Clarence Rhode, Alaska, $103,000: The Clarence Rhode National Wildlife Range will be staffed and activated this year. Located on the vast delta area of the Kuskokwim-Yukon complex, this area is the most important waterfowl producing area of the National Wildlife Refuge System. Management of the area is complicated by problems of isolation, communication, transportation, and especially relations with the natives. The Alaskan natives in this area represent some of the most primitive people in North America. Dealing with this ethnic group and securing their cooperation in the conservation of waterfowl, is a great challenge. To accomplish this, a staff of three permanent positions, and $77,100 for equipment and operating expenses are needed.

Waterfowl production areas, North and South Dakota and Minnesota, $70,000: Management of additional Dakota waterfowl production areas is a 1963 objective. In order to carry out basic land-use planning, management, and other work to achieve conditions most productive to waterfowl and best economic uses of the areas, a staff of four permanent positions, $46,000 for posting the areas and funds for equipment and operating expenses are needed. This estimate is broken down by State as follows: North Dakota, $17,000; South Dakota, $33,000; and Minnesota, $20,000.

Ottawa, Ohio, $77,000: This new area is the only national wildlife refuge in Ohio. It is a strategically situated waterfowl area, on Lake Erie, of importance to migratory bird movements both in the Atlantic and Mississippi flyways. Management of this area in 1963 will consist of production of agricultural crops and the impounding and regulation of waters. The estimate covers a staff of five permanent positions, pumping costs, and $48,000 for equipment and operating expenses.

(3) Equipment replacement: An increase of $55,000 is needed for equipment replacements. This increase will provide a total of $305,000 for this purpose and prevent a further buildup in the backlog of overage equipment. Items to be replaced have been kept in service considerably beyond recommended useful life periods and this has resulted in excessive maintenance costs and safety hazards.

(4) Employees' compensation payments, $10,108: Section 209 of the act of September 13, 1960 (5 U.S.C. 785) requires annual reimbursement to the employees' compensation fund for payments on account of the injury or death of employees occurring after December 1, 1960. The act provides that such costs be included in budget estimates for the next year after being reported by the Secretary of Labor. The costs chargeable to the Bureau for employees' compensation payments during December 1, 1960, to June 30, 1961, amount to $10,108.

Field reports of work injuries for the calendar year 1960 indicate a disabling injury frequency rate for the Bureau of 11.2. This is 3.2 disabling injuries per million man-hours of work lower than the 5-year average of 13.4. Of the total work injuries reported for this period, 40 percent involve wildlife refuges, 22 percent fish hatcheries, 17 percent predator and rodent control operations, and 21 percent all other operations. Principal causes were handling materials and objects—23 percent and falls—18 percent. There were three job-incurred fatali-

ties—two drownings, and one incident to aircraft operations. Three heart fatalities were referred to the Bureau of Employees' Compensation for adjudication.

The Bureau is vigorously conducting a safety program with a disabling work injury frequency goal of 5.0 or less per million man-hours of work.

Plan of work.—The $8,398,000 estimate is for salaries and other refuge operating and maintenance costs in carrying out the wildlife and resource management program of the national wildlife refuge system. Significant to this year's plan of work are the following factors:

1. Management of wildlife refuges will stress timber, grassland, cropland, and water management. Funds will be earmarked for the prevention, presuppression, and suppression of fires on lands of the refuge system.
2. Existing facilities will be maintained at a more adequate level.
3. Emphasis will be placed on long-range master planning for refuge areas to increase their wildlife capacities.

(*b*) *Enforcement of Migratory Bird and Lacey Acts.*—The estimate of $2,972,000 is an increase of $572,000 for the following:

	Enforcement	Surveys	Total
Additional staffing	$328,000	$40,000	$368,000
Premium pay	150,000		150,000
Operating costs	49,000		49,000
Surplus grain	5,000		5,000
Total	532,000	40,000	572,000

Need for increase.—The increase of $572,000 is needed for the following purposes:

(*a*) *Enforcement—Additional staffing, $328,000*

This increase is needed for salaries, equipment, and other costs of additional enforcement personnel. The staff will be increased by 17 game management agents and 3 undercover investigators who will be assigned to locations throughout the United States that are now seriously in need of greater protection for migratory game birds. The illegal activities of an increasing number of hunters throughout the United States have overtaxed the ability of the State game departments to provide equal and adequate protection to resident game species and migratory birds alike. The Federal Government must therefore assume a greater share of the burden of protecting migratory species than ever before. The present staff of U.S. game management agents is insufficient to fill the gap or meet the Government's treaty commitments and must be expanded. In addition to an increase in the number of agents for conventional enforcement activities, additional staff will be needed for a stepped-up undercover program which will be strengthened by three more investigators. The need for undercover investigations has become more and more evident as this program has progressed. Substantative evidence gleaned by the present staff of investigators, game management agents, and other reliable sources indicates that illegal practices such as sale of birds, night hunting, baiting, and commercialization in game and fish are being carried on in many areas of the United States. Additional undercover investigators are required to stamp out these unlawful activities. The undercover staff functions as an adjunct to the regular enforcement body. The present staff of five investigators will serve as a nucleus for an expanded program which will permit broader distribution of the undercover effort.

Clerical assistance will be provided to some of the game management agents whose offices are located in the more heavily populated areas where proper office facilities are essential to the program. Nine clerks are included in the increase for this purpose.

One technical assistant and one clerk are needed to handle the workload resulting from the September 2, 1960, amendment of the Lacey Act which clarifies and broadens certain provisions of the Criminal Code relating to importation or shipment of injurious mammals, birds, amphibians, fish, and reptiles (18 U.S.C. 42(a), 42(b)) and the transportation or receipt of wild mammals or birds taken in violation of State, National, or foreign laws (18 U.S.C. 43).

Premium pay, $150,000: Premium pay for employees engaged in certain types of work is recognized by the act of September 1, 1954 (5 U.S.C. 926) which

specifically provides that any officer or employee in a position in which the hours of duty cannot be controlled administratively, and in which substantial amounts of irregular, unscheduled, overtime duty including duty at night and on holidays are required, may receive premium compensation for such duty on an annual basis. The estimate includes funds to pay 156 game management agents not to exceed 15 percent of the minimum of grade GS-9 salary, or $965 each as compensation for overtime in accordance with this act and regulations issued thereunder. All legal and regulatory criteria necessary to qualify for premium pay under the act are met in the case of these agents and equity, good personnel management, and high morale require such compensation.

Operating costs, $49,000: This increase is needed to provide for increased costs resulting from higher price levels of basic operating essentials, such as, travel, supplies, materials, and equipment. While the primary function of game management agents is enforcement of the Migratory Bird Treaty Act and other Federal statutes concerned with wildlife conservation, they also engage in such closely associated management activities as the conduct of population surveys in the winter, breeding pair and production surveys in the spring and summer, kill surveys during the hunting season, banding projects during the summer, early fall, and winter, waterfowl depredations control work, and dissemination of information about hunting regulations and other phases of wildlife conservation. Ability of the enforcement staff to give full attention to all of these important responsibilities is vital to the effectiveness of the entire program of game management. An expansion of these activities results in a corresponding increase in travel costs. The expanded undercover program will require additional funds for payments for information or evidence concerning law violations. The success of the undercover program depends entirely on the approach to the market hunter and the transactions involved in obtaining evidence are costly.

Surplus grain, $5,000: An increase of $5,000 is needed for surplus grain for distribution to starving migratory water fowl during adverse weather conditions, under the provisions of section 2 of the act of August 17, 1961, Public Law 87-152. This amount is in addition to $35,000 presently available for surplus grain that is used in controlling migratory waterfowl depredations under the act of July 3, 1956 (7 U.S.C. 442-446). The grain is obtained from the Commodity Credit Corporation which is reimbursed by the Bureau for such grain. The increase will make a total of $40,000 available for these purposes.

(b) Migratory game bird surveys, $40,000

An increase of $40,000 is needed for costs, including part-time clerical assistance, of two additional pilot-biologists who will serve as permanent observers and relief pilots for survey crews operating within and outside the United States. They will assist in the breeding ground surveys, migration (periodic) surveys, wintering ground surveys, and special surveys. They also will conduct special banding operations and habitat utilization surveys and hunter bag checks. The gathering, evaluation, and application of data acquired under the surveys program are basic to establishment of the annual migratory bird hunting regulations. A variety of extensive and intensive aerial and ground surveys are conducted throughout the United States, Canada, Mexico, and the West Indies for the purpose of obtaining statistical information about migratory waterfowl. This is a cooperative program engaged in by the Federal, State, and foreign governments, Ducks Unlimited, and the Wildlife Management Institute. It is no longer possible to rely on outside assistance for dependable observers on the aerial surveys. Continuity of personnel is an absolute necessity to obtaining useful data from the survey operations.

Plan of work.—This activity covers (1) the administration and enforcement of the Migratory Bird Treaty Act, as amended (16 U.S.C. 703–711) and regulations promulgated thereunder to give effect to the treaties with Great Britain and Mexico for the protection of migratory birds; the Lacey Act (16 U.S.C. 701–702) regulating interstate and foreign commerce in birds and furs; and other Federal statutes enacted for the protection, conservation, and management of certain wildlife resources in the United States, the Virgin Islands, and Puerto Rico; (2) the gathering, evaluation, and application of data affecting the preservation and utilization of migratory game birds; and (3) providing farmers with assistance in curbing and reducing damages caused by migratory waterfowl. The estimate is broken down by functions as follows:

Function	Estimate, 1962	Estimate, 1963	Increase
Enforcement and depredations control	$1,971,000	$2,503,000	$532,000
Surveys	429,000	469,000	40,000
Total	2,400,000	2,972,000	572,000

5. Control of predatory animals and injurious rodents

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
Control of predatory animals and injurious rodents	$2,131,298	$2,503,000	$2,506,000	$3,000

The estimate for this activity is $2,506,000, an increase of $3,000, resulting from assumption by General Services Administration of certain rental costs.

The increase of $3,000 results from a reduction in the 1962 estimate by an appropriation transfer to General Services Administration for office space rentals, which were assumed by General Services Administration and will not be paid by the Bureau in 1963.

Plan of work.—The $2,506,000 estimate will be used to meet the Bureau's share of costs of its partnership with 129 individual farmers and foresters, 117 associations of farmers and foresters, 33 towns and cities, 421 counties, and 79 State agencis in 37 States in the program. All Federal land-management agencies are likewise included in this nationwide teamwork to decrease damage caused by wildlife. Non-Federal contributions are estimated at $3,700,000 in 1963.

In this united effort the Bureau provides professional supervision which assures coordination of projects, conformance to technical standards, demonstration of tested methods, and distribution of technical information. Research to assure efficacy, suitability, and safety of techniques is also provided by the Bureau under the wildlife research activities. Included in the control program is alleviation of economic damage by wildlife, as well as reduction of wildlife transmission of disease, such as rabies.

The distribution of the estimate, by predator and rodent control districts, is as follows:

State	Estimate, 1962	Increase	Estimate, 1963	State, private and other cooperative funds	Total program, 1963
Pacific region (1):					
California	$204,000	$1,000	$205,000	$585,000	$790,000
Idaho	144,000		144,000	160,000	304,000
Montana	122,000	1,000	123,000	218,000	341,000
Nevada	153,000		153,000	225,000	378,000
Oregon	126,000		126,000	250,000	376,000
Washington	77,000		77,000	48,000	125,000
Pocatello supply depot				40,000	40,000
Regional office (Portland)	41,000		41,000		41,000
Southwest region (2):					
Arizona	104,000		104,000	160,000	264,000
Colorado	144,000		144,000	265,000	409,000
New Mexico	153,000		153,000	145,000	298,000
Oklahoma-Kansas	99,000		99,000	73,000	172,000
Texas	192,000	1,000	193,000	710,000	903,000
Utah	130,000		130,000	160,000	290,000
Wyoming	132,000		132,000	195,000	327,000
Regional office (Albuquerque)	42,000		42,000		42,000
Northcentral region (3):					
Illinois-Indiana-Iowa-Michigan-Missouri	47,000		47,000	35,000	82,000
Minnesota-Wisconsin	16,000		16,000	9,000	25,000
North Dakota	47,000		47,000	86,000	133,000
Ohio	19,000		19,000	41,000	60,000
South Dakota-Nebraska	98,000		98,000	173,000	271,000
Regional office (Minneapolis)	24,000		24,000		24,000
Southeast region (4):					
Alabama-Arkansas-Mississippi	30,000		30,000	500	30,500
Florida-Georgia-North Carolina-South Carolina	37,000		37,000	10,500	47,500
Kentucky-Tennessee	12,000		12,000	500	12,500
Louisiana	21,000		21,000	500	21,500
Maryland-Virginia-West Virginia-Washington, D.C.	13,000		13,000	40,000	53,000
Regional office (Atlanta)	25,000		25,000		25,000
Northeast region (5): Connecticut-Delaware-Maine-Massachusetts-New Hampshire, New Jersey-New York-Pennsylvania-Rhode Island-Vermont	84,000		84,000	60,000	144,000
Alaska region (6): Alaska	49,000		49,000	10,000	59,000
Central office: Washington, D.C.	118,000		118,000		118,000
Total	2,503,000	3,000	2,506,000	3,700,000	6,206,000

It is nearly half a century since the cooperative predator and rodent control program began in 1915. Today, many of the types of damage caused by wildlife have been reduced to a level tolerable to the affected people and industries. Principal exceptions are rodent and rabbit damage to reforestation projects and growing trees (foresters estimate wildlife damage now exceeds fire losses); damage by rodents, chiefly pocket gophers, to western rangelands; miscellaneous damage by nonnative animals (nutria) and birds (starlings); and the hazards from rabies transmitted by wildlife. Reduction of these four types of damage is underway and is expected to reach the level of tolerability attained in other phases of the work as rapidly as new techniques are developed.

6. Wildlife research

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Waterfowl management	$322,726	$439,000	$524,000	$85,000
(b) Other migratory bird research	258,953	314,000	314,000	
(c) Upland wildlife	155,104	199,000	199,000	
(d) Pesticide-wildlife relationships	365,620	423,000	538,000	115,000
(e) Diseases, parasites	145,762	167,000	167,000	
(f) Control methods	356,355	393,000	583,000	190,000
(g) Classification, distribution, and life history	144,554	144,000	144,000	
(h) Cooperative wildlife research units	182,978	221,000	221,000	
Total	1,932,052	2,300,000	2,690,000	390,000

(a) Waterfowl management

The estimate for this subactivity is $524,000, an increase of $85,000 which is needed for waterfowl data analysis work.

Need for increase.—The increase of $85,000 is needed for waterfowl data analysis projects. Following the fire which occurred in the birdbanding center on June 13, 1959, it was impossible to analyze waterfowl band recovery data which had been accumulated under the cooperative waterfowl banding programs sponsored jointly by the Bureau, the four flyway councils, the individual State and Provincial game departments, and the Canadian Wildlife Service. Detailed reports on 11 species of waterfowl important in the hunting kill are urgently needed. The fire-damaged records have been restored to usable condition and the work should be undertaken without delay.

Plan of work.—The estimate of $524,000 will be used for waterfowl research work and the annual production and hunter success surveys. Research will be continued on means of creating waterfowl habitat in idle or waste areas and reclaiming low-quality habitat through noxious weed control, water level manipulations, and related practices. Habitat requirements, ecological relationships, migratory habits, and annual productivity of species important in the hunting kill will be studied. Data analysis based on banding records and studies of the effects of hunting regulations on kill levels will be vigorously pursued Information resulting from these projects has immediate applicability in the Bureau's waterfowl management program.

(b) Other migratory bird research

The estimate of $314,000 for this subactivity is the same as 1962.

Plan of work.—The estimate of $314,000 will be used for research work on cranes, pigeons, doves, woodcock, jacksnipes, rails, and nongame migratory species, and for continued operation of the Records Center. Mourning dove research will be carried out in accordance with the comprehensive plan developed cooperatively with participating States and the International Association of Game, Fish, and Conservation Commissioners, but at a level less than recommended in the plan. Attention, will be devoted to the development of population. production, and harvest measurement techniques, and the analysis of banding records. Woodcock and snipe inventories will be performed and summarized for application in hunting season determinations. Studies of whooping cranes and sandhill cranes will be continued as scheduled. The status and seasonal movements of nongame migratory birds will be analyzed through the cooperative census and banding programs.

(c) Upland wildlife

The estimate of $199,000 for this subactivity is the same as 1962.

Plan of work.—The estimate of $199,000 will be used fof research work and for preparation and publication of Wildlife Review, a literature reference and abstracting publication for wildlife biologists. Studies of the response of farm game populations to soil conservation practices will be continued. Research on biological characteristics, inventory techniques, habitat requirements, ecological relationships and the influence of forest and range management practices on wildlife will be pursued in accordance with established plans.

(d) Pesticide-wildlife relationships

The estimate for this subactivity is $538,000, an increase of $115,000 which is needed for increased costs and expansion of research work.

Need for increase.—Of the $115,000 increase $100,000 is needed for minimum staffing, specialized equipment, and operating costs of the biochemical section of the new laboratory at Patuxent Wildlife Research Center which will be ready for occupancy in 1963. Three chemists and one biological aid will be added to carry out residue analyses and perform basic toxicological tests in connection with the pesticide-wildlife research program. Up to now, neither the laboratory facilities nor the technical staff have been adequate to service the research studies at a level needed to insure prompt completion of projects and reporting of results. The increased funds will enable elimination of this bottleneck. The $15,000 is needed for additional costs of service, materials and supplies, equipment, and within-grade increases in maintaining current field and pen experiments at an efficient operating level.

Plan of work.—The estimate of $538,000 will be used for research work and for related laboratory services. Acute and chronic toxicity determinations will be made of 20 to 30 commercial pesticidal chemicals by means of feeding tests and controlled plot studies employing pheasants, quail, mallards, Canada geese, mule deer, and other species. Areas treated operationally or experimentally in pest control programs will be studied for effects of chemical pesticides on wildlife populations and their food organisms. Methods, materials, timing, and dosage rates will be correlated with wildlife responses to assist in the development of pest control techniques which will provide maximum possible safety for the wildlife resource.

(e) Diseases and parasites

The estimate of $167,000 for this subactivity is the same as 1962.

Plan of work.—The estimate of $167,000 will be used for research work and for associated laboratory services. The purpose of this program is to determine the nature and significance of disease factors in wildlife and to evolve feasible control methods. Work in progress in botulism, aspergillosis, trichomoniasis, fowl pox, and multiple infections resulting in food impactions will be continued in accordance with established plans. Studies of the role of birds in the transmission of equine encephalitis will be expanded as will studies relative to the actual or potential role of disease in controlling nuisance species of birds such as starlings and blackbirds. The new laboratory facilities will make possible the furtherance of research on diseases and parasites of migratory birds and enable the Bureau to provide some diagnostic services to cooperating agencies.

(f) Control methods

The estimate for this subactivity is $583,000, an increase of $190,000 which is needed for research on bird hazards to aircraft.

Need for increase.—The $190,000 increase is needed to continue, at above the current level, studies of bird hazards to aircraft which were initiated in 1961 on an emergency basis and financed by the Federal Aviation Agency in 1961 and 1962.

Plan of work.—The estimate of $583,000 will be used for research work and laboratory services for the control of nuisance and destructive birds and mammals. Studies will be continued on the biological peculiarities and behavior patterns of blackbirds, grackles, gulls, and starlings as a basis for selective control procedures; on the origination, testing, and refinement of mechanical, electronic, and chemical bird repellants; and on direct and indirect population reduction techniques. In the birdwork, stress will be placed on the solution of agricultural damage problems and on the elimination of bird hazards to aircraft. Mammal control methods research will include studies of methods of forecasting changes in rodent and carnivore populations, the effects of predator control on the distribution and numbers of rodents, the development of new coyote control techniques, and the screening and field testing of chemicals for toxic and repellent properties. In chemical development work, stress will continue to be placed on materials useful in the reduction of damage on forested lands.

(g) Classification, distribution, and life history

The estimate of $144,000 for this subactivity is the same as 1962.

Plan of work.—The estimate of $144,000 will be used for research work, identification services involving birds and mammals, maintenance of scientific specimen collections at the U.S. National Museum, and coordination of nationwide bat-banding activities of interest to public health and other agencies. Taxo-

nomic and distribution studies of birds and mammals of importance to Bureau operations will be carried out in accordance with scheduled plans. Preparation of the manuscript on the avifauna on the northern Rocky Mountains will be initiated. Marine mammal research will continue to place emphasis on the walrus and sea otter populations.

(h) Cooperative wildlife research units

The estimate of $221,000 for this subactivity is the same as 1962.

Plan of work.—The cooperative wildlife research units are sponsored jointly by the Bureau of Sport Fisheries and Wildlife, the Wildlife Management Institute, and the land-grant colleges and conservation departments of 17 States. They are maintained for the purpose of providing research findings and trained personnel which are essential to the wise use and efficient management of the Nation's fish and wildlife resources. The units also serve as conservation education and liaison centers which bring closer cooperation and mutual benefits to the Federal, State, and private conservation agencies.

The estimate of $221,000 will be used for salaries and expenses of unit leaders and vehicle replacements. The following shows the distribution of the estimate by units:

Field station:	*Estimate, 1963*	Field station—Continued	*Estimate, 1963*
Auburn, Ala	$11,100	Missoula, Mont	$11,500
College, Alaska	18,900	Ithaca, N.Y	12,200
Tuscon, Ariz	11,600	Columbus, Ohio	11,100
Fort Collins, Colo	12,200	Stillwater, Okla	11,300
Moscow, Idaho	12,000	University Park, Pa	11,600
Ames, Iowa	11,800	Logan, Utah	11,600
Lafayette, La	11,200	Blacksburg, Va	11,100
Orono, Maine	11,600	Central office headquarters	17,000
Amherst, Mass	11,600		
Columbia, Mo	11,600	Total	221,000

7. Soil and moisture conservation

Activity	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase
Soil and moisture conservation	$205,233	$208,000	$705,000	$497,000

The estimate for this activity is $705,000, an increase of $497,000 which is needed for the following:

Land use planning	$29,000
Soil stabilization and improvement	261,000
Water management	157,000
Project operations and maintenance	50,000
Total	497,000

Need for increase.—This increase will permit the following soil and moisture conservation work on lands of the national wildlife refuge system.

1. Land use planning, consisting of soil capability studies and conservation planning in cooperation with the Soil Conservation Service of the Department of Agriculture, local soil conservation districts and other agencies will be increased from an annual accomplishment rate of 0.5 to 2.6 percent of the total work to be done.

2. The execution of soil stabilizing and improvement practices will be increased from a current annual rate of 0.5 to 1.5 percent of the total work to be done.

3. The carrying out of water conserving and management measures will be increased from a current annual rate of 0.4 to 1.5 percent of the total work to be done.

4. The development of the total soil and moisture conservation program on wildlife refuge areas will be increased from an annual rate of accomplishment of 0.4 to 1.4 percent of the total work to be done which will be a step closer to a goal of 3 percent during the period 1964–69.

Plan of work.—The estimate of $705,000 will be used for priority soil and moisture conservation work on 89 refuges of the national wildlife refuge system in 41 States, an increase of 42 areas and 10 States over the 1962 level. Basic soil and water conservation on these areas is necessary for the protection and rehabilitation of the land and water resources. Conservation measures are needed to provide improved soil stabilization, soil fertility, and water control for increased productivity and better utilization of the areas by waterfowl, other wildlife, and man.

The estimate is distributed as follows:

Land use planning	$35,000
Soil stabilization and improvement	388,000
Water management	211,000
Project operations and maintenance	71,000
Total	705,000

The 1963 program will be carried out without any increase in permanent personnel and will utilize existing equipment and temporary local labor. The following tabulation shows the distribution of the estimate by States and refuge:

State	Refuge	Estimate, 1963	State	Refuge	Estimate, 1963
Alabama	Wheeler	$13,000	North Dakota	Long Lake	$8,000
Alaska	Kenai	10,000		Lostwood	5,000
Arizona	Cabeza Prieta	3,000		Lower Souris	6,000
	Kofa	8,000		Tewaukon	20,000
Arkansas	Holla Bend	9,000		Upper Souris	5,000
California	Merced	6,000		Waterfowl production areas.	5,000
	Modoc	5,000	Oklahoma	Salt Plains	3,000
	Sacramento	12,000		Tishomingo	5,000
California-Oregon	Klamath Basin	14,000		Wichita Mountains	3,000
Colorado	Monte Vista	8,000	Oregon	Cold Springs-McKay	4,000
Delaware	Bombay Hook	6,000		Malheur	10,000
Georgia	Savannah	5,000	Pennsylvania	Erie	4,000
Idaho	Camas	3,000	South Carolina	Carolina Sandhills	8,000
	Deer Flat	3,000		Santee	9,000
Illinois	Crab Orchard	20,000	South Dakota	Lacreek	9,000
	Mark Twain	4,000		Sand Lake	10,000
Iowa	Union Slough	5,000		Waubay	2,000
Kansas	Kirwin	5,000		Waterfowl production areas.	5,000
	Quivira	5,000	Tennessee	Tennessee	13,000
Kentucky	Kentucky Woodlands	12,000	Texas	Aransas	6,000
Louisiana	Lacassine	2,000		Buffalo Lakes	2,000
Maine	Moosehorn	7,500		Hagerman	6,000
Maryland	Blackwater	5,000		Laguna Atascosa	9,000
Michigan	Seney	12,000		Muleshoe	2,000
	Shiawassee	12,000	Utah	Bear River	2,000
Minnesota	Agassiz	20,000		Fish Springs	5,000
	Rice Lake	10,000	Vermont	Missisquoi	5,000
	Tamarac	13,000	Virginia	Presquile	2,000
	Upper Mississippi	4,000	Washington	Columbia	4,000
Mississippi	Noxubee	9,000		McNary	14,000
	Yazoo	9,000		Turnbull	8,000
Missouri	Mingo	10,000		Willapa	4,000
	Squaw Creek	4,000	Wisconsin	Horicon	10,000
	Swan Lake	8,000		Necedah	8,000
Montana	Benton Lake	5,000	Wyoming	Hutton Lake and Pathfinder.	10,000
	Bowdoin	2,000		National Elk	12,000
	Fort Peck	8,000	Regional offices:		
	Medicine Lake	4,000	Region 1, Portland, Oreg.		3,000
	National Bison Range	4,000	Region 2, Albuquerque, N. Mex.		3,000
	Red Rock Lakes	11,000	Region 3, Minneapolis, Minn.		3,000
Nebraska	Crescent Lake	14,000	Region 4, Atlanta, Ga.		10,000
	Fort Niobrara	20,000			
Nevada	Desert Game Range	4,000			
	Ruby Lake	12,000			
	Stillwater	16,000			
Nevada-Oregon	Sheldon-Hart Mountain.	21,000			
New Jersey	Brigantine	4,000			
New Mexico	Bitter Lake	6,000			
	Bosque del Apache	8,000			
New York	Montezuma	6,000			
	Oak Orchard	7,500			
North Carolina	Mattamuskeet	2,000			
North Dakota	Arrowwood	4,000			
	Des Lacs	3,000	Total		705,000

8. River basin studies

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
River basin studies	$1,049,525	$1,053,807	$1,179,000	+$125,193

River basin studies: The estimate of $1,179,000 is an increase of $125,193 which is needed for an expansion of the wetlands preservation program to permit investigation of a greater number of applications for agricultural drainage in the waterfowl-producing States of North Dakota, South Dakota, and Minnesota.

Need for increase.—The increase of $125,193 is needed to carry out more effectively Bureau responsibilities under an agreement of May 2, 1960, with the Agricultural Conservation Program Service and the Soil Conservation Service of the Department of Agriculture. For many years, this Bureau has advocated a reduction in agricultural drainage which has been eliminating valuable waterfowl production habitat in the waterfowl-producing States of North Dakota, South Dakota, and Minnesota, which provide about 42 percent of the total waterfowl production in the contiguous United States. After studying the conflict between the agricultural drainage program and the waterfowl conservation program, the Bureau of the Budget recommended in 1957 that this Bureau and interested agencies of the Department of Agriculture solve this problem through their joint administrative efforts. In 1959 the House Committee on Appropriations expressed its desire that waterfowl values be given full consideration under agricultural programs. The agreement of May 2, 1960, resulted from these events and its full implementation during 1963 is expected to result in the saving of a substantial amount of valuable waterfowl habitat.

Plan of work.—Under authority of the Fish and Wildlife Coordination Act (16 U.S.C. 661 et seq.), the Bureau studies water-use projects of Federal agencies and other agencies under Federal license or permit throughout the United States to determine their effects on sport fish, commercial fish, and wildlife resources, and recommends measures needed for the protection and improvement of these resources. Investigations by this Bureau are conducted in close cooperation with the Bureau of Commercial Fisheries and with the State fish and game agencies concerned. The magnitude of the river basin studies program is not controlled by this Bureau but depends entirely upon the size of the water-use programs of other Federal and private agencies which have been increasing substantially each year. It can be expected that more and larger Federal projects will be included in these programs in 1963 than in 1962. This will have an ever-increasing impact on fish and wildlife resources. In 1963 the various phases of the river basin studies activity will be continued as follows:

Wetlands preservation program: The increase in this program for 1963 will permit the Bureau in cooperation with the Agricultural Stabilization and Conservation Service of the Department of Agriculture to investigate all agricultural drainage applications requesting Federal financial assistance in 89 critical, waterfowl-producing counties in North Dakota, South Dakota, and Minnesota. The ASC county committees will be advised as to the effect each drainage proposal will have on wildlife resources so that this may be considered in deciding whether to approve the applications. Funds available to date have permitted annual screening of about 500 applications in 11 of the 89 critical counties. The increase of $125,193 will provide a total of $180,500 for this work in 1963 and will permit the screening of the entire 2,000 applications anticipated from all 89 counties. The successful accomplishment of this work is essential to provide protection for waterfowl in the three-State area until such time as adequate wetland areas can be acquired through lease or purchase. The wetlands preservation program in other parts of the Nation will be conducted at the same level as 1962. Vigorous and appropriate steps will continue to be taken to maintain privately owned wetlands as continued habitat for future wildlife populations. Proposals affecting wetlands will be studied, and, when considered harmful, appropriate corrective action will be recommended to Federal, State, and other conservation organizations. Liaison is carried out with appropriate agencies and organizations to keep them advised as to wetlands threatened with destruction and wetlands offering opportunities for preservation and development as wildlife habitat.

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Surveys of water-use projects: This phase of the program will be continued at the same level as 1962. Investigations will be conducted of Bureau of Reclamation projects, Corps of Engineers projects, hydroelectric project subject to Federal Power Commission license or permit; small reclamation projects; private dredging, filling, and other projects subject to Corps of Engineers navigation permits; and projects subject to Forest Service and Bureau of Land Management permits. Inventory type, basinwide surveys will also be conducted in several river basins being considered for early development. Studies of Corps of Engineers and Bureau of Reclamation projects under this activity are of a reconnaissance nature and will be used in determining the extent to which further detailed studies will be required.

Small watershed program: Work under this program will be conducted at the same level as 1962. Detailed studies will be conducted on projects proposed under the Watershed Protection and Flood Prevention Act (16 U.S.C. 1008) administered by the Department of Agriculture. Section 12 of that act specifically assigns to the Secretary of the Interior responsibility for investigation of the fish and wildlife aspects of these projects and for assistance in planning federally cost-shared fish and wildlife developments. This program provides an excellent opportunity for State fish and game departments to obtain needed fish and wildlife developments at a reasonable cost. Interest among State fish and game departments and among local projects sponsor groups in this program is increasing rapidly.

Urban planning assistance program: This program will be continued at the same level as 1962. Close cooperation will be maintained with State and municipal governments in planning fish and wildlife areas for urban and rural development programs. Such cooperation by this Bureau has been urged by the Federal Housing and Home Finance Agencies at both the Washington and regional levels. Section 701 of the Housing Act of 1954 (40 U.S.C. 461) authorized the urban renewal program of the Housing and Home Finance Agencies to administer Federal grants to State planning agencies for use in planning for development of urban and rural areas. This act was amended September 23, 1959, to provide broader authority for participation in the program by State planning agencies and increase the Federal grants and aid available to such agencies. Through close coordination with State and private planners, local residents, and governments, fish and wildlife planning is effectively introduced into county zoning plans, and areas are thereby set aside for future fish and wildlife benefits. Similar areas are set aside by municipal governments in the development of plans for expanded urban areas.

Followup program: This phase of the activity will be conducted at the same level as 1962. Information will continue to be obtained on completed projects for use in analyzing more effectively future water resource projects. Projects previously studied by the Bureau will be examined to determine whether or not recommendations were adopted and to evaluate the biological soundness and results of the conservation measures incorporated in these projects.

The 1963 estimate is broken down by areas as follows:

Region 1 (Pacific)	$177,000
Region 2 (Southwest)	209,000
Region 3 (North Central)	261,000
Region 4 (Southeast)	155,000
Region 5 (Northeast)	129,000
Region 6 (Alaska)	76,000
Washington office	172,000
Total	1,179,000

Detailed studies of projects being planned and constructed by Corps of Engineers and Bureau of Reclamation and also reconnaissance surveys in the Missouri River Basin will be financed by funds included in the public works appropriation estimates.

Itemization of estimate—Management and investigations of resources

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$19,231,739	$23,340,307	$26,572,000	+$3,231,693
Unobligated balance lapsing	76,261			
Comparative transfer from other accounts		−35,000		+35,000
Transfer to "Operating Expenses, Public Building Service," General Services Administration (75 Stat. 353)		+10,343		−10,343
Appropriation	19,308,000	23,315,650	26,572,000	+3,256,350
Obligations by objects:				
11 Personnel compensation	$12,757,838	$14,579,000	$16,000,000	+$1,421,000
12 Personnel benefits	1,015,817	1,136,000	1,210,000	+74,000
21 Travel and transportation of persons	913,461	1,163,000	1,340,000	+177,000
22 Transportation of things	116,515	133,000	200,000	+67,000
23 Rent, communications, and utilities	431,708	472,000	540,000	+68,000
24 Printing and reproduction	76,496	97,000	150,000	+53,000
25 Other services	539,300	998,000	1,040,000	+42,000
Services of other agencies	244,780	276,000	325,000	+49,000
26 Supplies and materials	2,345,962	2,861,307	3,910,000	+1,048,693
31 Equipment	584,365	1,252,000	1,365,000	+113,000
32 Lands and structures	402,704	556,000	660,000	+104,000
42 Insurance claims and indemnities	7,676	11,000	15,000	+4,000
Unvouchered	6,267	3,000	25,000	+22,000
Subtotal	19,442,889	23,537,307	26,780,000	+3,242,693
Deduct quarters and subsistence charges	211,150	197,000	208,000	+11,000
Total obligations	19,231,739	23,340,307	26,572,000	+3,231,693

PREPARED STATEMENT

Chairman HAYDEN. We will be pleased to hear from you.

Mr. JANZEN. Mr. Chairman, I have a statement. I believe in the interest of saving time I will place it in the record and very briefly summarize it.

Chairman HAYDEN. A very good idea.

(The statement referred to follows:)

STATEMENT OF DANIEL H. JANZEN, DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE

Mr. Chairman and members of the committee, I welcome this opportunity to discuss some of the more important accomplishments of the Bureau of Sport Fisheries and Wildlife during the past year and tell you some of the problems which confront us.

We cannot overlook the fact brought out by the 1960 National Survey of Fishing and Hunting that 50 million of the 130 million people in this Nation over 12 years old went fishing, hunting, or both in 1960. This is nearly two out of every five persons in this group. These fishermen and hunters spent $3.9 billions for the sport of fishing and hunting. This in itself contributed much to the national economy. Because of the continued and rising demand for more recreation, a well organized effort must be made now to preserve and furnish additional recreational opportunities and facilities. One incongruous feature of this modern world is that many of the factors which strengthen our economy threaten our natural resources. For example, urbanization, industrialization, and agriculture expansion through drainage of wetlands is threatening the continued existence of the waterfowl resource as we know it. Copies of the 1960 Fishing and Hunting Survey have been furnished all Members of Congress.

A big step forward in the preservation of migratory waterfowl was achieved with the enactment in the 1st session of the 87th Congress of Public Law 87–383 which authorizes the appropriation within the next 7 years of $105 million for wetlands which will be repaid in subsequent years from revenues from the sale of migratory bird hunting stamps. As you know receipts from the sale of migratory bird hunting stamps in excess of Post Office Department expenses are earmarked for costs of location and acquisition of migratory bird refuges and waterfowl production areas. With the rapid economic growth of the country and the expanding human population, wetlands have been converted to other uses faster than duck stamp revenues could save them as needed to preserve waterfowl. This situation has become more acute by reductions in duck stamp revenues over the past several years. Severe drought conditions in the duck breeding areas have necessitated more restrictive regulations for protection of the remaining waterfowl. This in turn has had an adverse effect on the number of hunters purchasing duck stamps. Recent reports from the Post Office Department covering receipts through January 6, 1962, indicate a 22-percent decrease over the same period in fiscal year 1961 or an estimated reduction of over a million dollars in fiscal year 1962. With the enactment of Public Law 87–383 it is hoped that this trend can be arrested. To this end $7 million is being requested under the "Migratory bird conservation account" in fiscal year 1963.

An additional $1,389,500 is being requested in the "Management and investigations of resources" appropriation for initiation of operations at new refuges and hatcheries and operation and maintenance at more adequate levels at existing facilities. Of this total, $473,500 is for hatcheries and $916,000 is for refuges.

A $645,000 increase is for expansion of research in the fields of pesticide-wildlife relationships, trout cancer, marine sport fisheries, waterfowl data analysis and bird hazards to aircraft. Studies of bird hazards to aircraft were initiated in 1961 on an emergency basis and continued in 1962 with funds provided by the Federal Aviation Agency. The Federal Aviation Agency cannot provide this support in 1963 and $190,000 is included in the above-mentioned increase to carry on this important work.

For the third consecutive year, drought conditions have caused an overall reduction in the waterfowl population in the Mississippi flyway. Certain steps must be taken to offset this situation. The accelerated wetlands acquisition program will provide more adequate nesting areas. The program of reviewing applications for assistance in drainage in the critical waterfowl producing areas will be made more effective by the requested increase of $125,193.

Moreover, with a reduced waterfowl population the illegal take of waterfowl poses an ever-increasing problem The enforcement of Federal game laws is being strengthened by an increase of $572,000 for expansion of the game agent force and additional operating expenses.

The habitat on a number of our wildlife refuges has been greatly improved through the use of good soil and moisture practices. In order to extend this needed work to other refuges, we are requesting an increase of $497,000 for the soil and moisture conservation program.

The overall increase for "Management and investigations of resources" is $3,231,693 for a total of $26,572,000. Intensive research, planning, and management are the keynotes to preservation of our remaining fish and wildlife resources. I feel this year's request is a good effort in this direction.

The "Construction" estimate is a decrease of $1,171,500 from the previous year for a total of $4,086,000. It provides $654,000 for continued construction of 5 new hatcheries and improvement of another; $325,000 for continuation of construction of 2 fishery research laboratories and planning for a new fish-pesticide relationships laboratory; $2,928,000 for development of 18 refuges; and $179,000 for wildlife research facilities including a start on the Northern Great Plains Wildlife Research Station.

With the demands on the Bureau of Sport Fisheries and Wildlife for a more effective program, the efficiency of internal operations will to a material extent aid in accomplishing these goals. The estimate for the "General administrative expenses" appropriation is $1,331,000 or an increase of $260,000 for executive direction and administrative services needed for taking on the additional workload and better servicing the expanding operating program. This increase includes $42,000 for the establishment of civil service examining boards which is essential to recruit positions unique to the Bureau and provide a source of fully qualified candidates to carry on the expanded program.

This concludes my statement. My staff and I are ready to answer any questions you may have concerning the estimates.

GENERAL STATEMENT

Mr. JANZEN. I have with me Mr. Parker, Assistant Director, on this side, and Mr. Tunison, the second one down, and any other witnesses we will call by name so that the recorder can get their names.

I would like to call to the attention of this committee that since our last meeting a year ago there has been completed a national recreation survey for the year 1960, in which it was found that 30 million people in the United States over 12 years of age went fishing, hunting, or both. This is about two out of every five persons.

INCREASED HUNTING AND FISHING DEMAND

This greatly increased demand for hunting and fishing, contrasting with the greater pressures on fish and wildlife habitat because of urbanization, industrialization, and agricultural expansion, is probably the reason for our problems and why we are here asking for some increased appropriations to carry out some of our programs.

Copies of this report have gone to every Member of Congress.

WETLANDS RESERVATION PROGRAM

Congress last year recognized one of these serious problems in authorizing $105 million for a 7-year wetlands preservation program. This program is designed to purchase and preserve wetlands in the waterfowl production areas of the North, the migration areas through the central part of the country, and the wintering areas in the South.

The problem has become very acute. Wetlands are being lost at a so much faster rate than we are able to purchase with the duck stamp funds now available to us that we feel that except for this loan program we probably would have gotten so far behind that we would not be able to assure the preservation of this resource.

DROUGHT CONDITIONS

The severe drought conditions have complicated the problem—fewer ducks, tighter regulations, less duck stamp receipts—so that, for example, this year even at the present time our funds are at a level where we will have to stop taking any further options except those that can be accepted after July 1.

I will run over these other items very hurriedly.

OPERATION OF NEW HATCHERIES AND REFUGES

We are requesting $473,500 for operating new hatcheries and $916,000 for new refuges and for maintaining some of our present areas at more adequate levels.

We feel that an increased research program is our only answer to solving some of our problems. We are asking for a $645,000 increase for research in the fields of pesticide-wildlife relationships, a very important problem, trout cancer, marine sport fisheries, better ways of

managing our waterfowl, and trying to minimize the hazards to aircraft from birds.

The $190,000 item for this last-mentioned program is not an increase in program. Two years ago when the Federal Aviation Agency made available to us $200,000, for carrying on this work, it was agreed that in this year we would place this in our own budget.

FEDERAL DRAINAGE PROJECT INSPECTION

We are asking for $125,000 to employ a few more men so that we can do a better job of inspecting federally assisted drainage projects in the various sections of the waterfowl production areas of our country. We are able to cover only a part of this area, and believe that more complete coverage should be done.

EXPANSION OF ENFORCEMENT

We are asking for a little additional money in the expansion of our enforcement organization. We are very much concerned about the commercialization of waterfowl, about which we have learned a great deal more through our undercover operations.

Senator MUNDT. In what areas of the country does that take place?

Mr. JANZEN. Unfortunately, as a result of our studies it appears it is going on pretty well from coast to coast and through the Middle West.

I might say that I was regional director for 10 years in the Middle West, and I did not appreciate what was going on until we put on our undercover operators. Even some of our agents did not appreciate what was going on. We think we are having a very heavy loss to commercialization.

IMPROVED SOIL AND MOISTURE PROGRAM

We are asking for an increase of $497,000 in improved soil and moisture program. We feel that certainly on our federally owned lands we should do a fair job of soil conservation and water conservation.

TOTAL MANAGEMENT AND INVESTIGATIONS REQUESTS

The total increase for management and investigations is $3,231,693, for a total of $26,572,000.

CONSTRUCTION PROGRAM

We are asking for $4,086,000 for construction work this year, which is a decrease of a little over a million from the previous year. It provides for continued construction of 5 hatcheries, $654,000; $325,000 for continuation of construction of 2 fishery research laboratories and planning for a new fish-pesticide relationship laboratory; $2,928,000 for development of 18 refuges, and $179,000 for wildlife research facilities, including a start on the Northern Great Plains Wildlife Research Station.

FUNDS FOR RESEARCH LABORATORY

Senator YOUNG. Could I ask a question at this point?

With respect to that laboratory, how much money do you have in the budget?

Mr. PARKER. This year we have $50,000 for a planning item. In 1963 there is $139,000 for the substation that would be located at Woodworth, N. Dak.

Senator YOUNG. There is a great amount of interest in this research laboratory. I think it would go a long way toward resolving some of these difficult problems we have regarding the destruction of crops by ducks.

Do you need more money than you have requested to get this project going?

Mr. PARKER. It will cost more money than that, Senator. With the $50,000, we made a study of the three-State area, North and South Dakota and Minnesota, attempting to locate a site that would adequately do the job.

We were not able to find a site near any town of any size to make a combination laboratory and field study location; so that we have selected one of the areas that we already own near Woodworth for the field station. And we have now narrowed down the possibilities for the central laboratory to two sites near Jamestown, N. Dak. We are currently investigating the water supply to determine if it will be adequate.

We will need additional funds for the central laboratory. The $139,000 just covers the portion that would be located at Woodworth.

Senator YOUNG. You really should have more money than this to get this project going?

Mr. PARKER. Very definitely.

Senator YOUNG. How much more?

Mr. PARKER. To complete the job, we estimate it would cost $505,000 for the central laboratory. The buildings and the ponds and the fencing, plus the lands.

Senator YOUNG. Mr. Chairman, could I ask one more question while I am at it?

Is this a total cost, or an additional amount?

Mr. PARKER. This is the additional amount that would be needed for the central laboratory. The funds that are in the 1963 budget are $139,000 for the substation, and we would need $505,000 additional for the central station.

Senator YOUNG. What are those sums, again?

Mr. PARKER. $139,000 plus $505,000, or a total of $644,000.

Senator YOUNG. This is pretty close to the original estimate?

Mr. PARKER. Yes.

GARRISON RESERVOIR HATCHERY

Senator YOUNG. How much money do you have in the budget for the fish hatchery at Garrison Reservoir, near Garrison Dam?

Mr. TUNISON. We have $124,000 in our budget. At our hearing last year I mentioned to you that we thought that amount of money would complete the hatchery. We have run into some difficulty, and unfortunately we will not be able to complete the hatchery with the $124,000.

Senator YOUNG. How much would you need to complete it?

Mr. TUNISON. $90,000. Actually it came from an overrun in the pond contract because of peat in the area.

Senator YOUNG. If you got the additional $90,000, you could complete the project a year earlier?

Mr. TUNISON. A year earlier, yes.

Senator YOUNG. With respect to the Great Plains Waterfowl Research Laboratory—did you say you were investigating two sites near Jamestown?

Mr. PARKER. Two potential sites near Jamestown.

Senator YOUNG. And what would you have near Woodworth?

Mr. PARKER. The substation would involve the manipulation of the ponds in conjunction with studies on the effects of drawdown on waterfowl, farming practices as they influence the life of a pothole, and farming practices as related to grazing or not grazing the edge of the marsh and its effects on waterfowl production, attempting to tie in farming practices with the management for waterfowl production.

Senator YOUNG. I have never known a project this size that has attracted so much interest as this one has. The sportsmen all over are greatly interested, as well as farmers.

Mr. PARKER. There is no question that we will have to eventually find the answers of increasing duck production, because the duck production of the United States will have to come out of the prairie States.

Mr. JANZEN. I will conclude my remarks, Mr. Chairman, with one more point I would like to make.

GENERAL ADMINISTRATIVE EXPENSES

We have an increase of $260,000 for general administrative expenses. For the past several years our program has been increased. Our field program and operational program, has been increasing steadily, but with very little increase for administrative expenses, and we have reached the stage where we have to have some relief if we are just going to take care of our general housekeeping functions.

That concludes my statement.

RESEARCH ON RESERVOIR FISH

Chairman HAYDEN. Last year, funds were provided to you for research on reservoir fish productivity in the White and Missouri Rivers, and for research on eliminating undesirable fish in the southeastern portion of the United States. Will you inform the committee of the progress being made in this research, and also indicate whether and how much more money you require during the coming fiscal year?

Mr. JANZEN. Yes, sir.

I am going to have Mr. Tunison answer that.

Mr. TUNISON. We have located that work at Fayetteville, Ark., Yankton, S.Dak., and Warm Springs, Ga. Warm Springs is also a fish hatchery, but the facilities were such that we could expand them somewhat in order to accommodate this work. During the past year we have been primarily concerned with getting our facilities ready. This actually is a part of a research project on the same type of problem located at La Crosse, Wis.

In reply to your other question, last year we estimated that it would require $210,000 annually to properly pursue the fish control work.

Congress appropriated one-half of that amount, and we would need the other $105,000 to get it in full operation. Congress also appropriated one-half of the amount required for the reservoir research work; namely, $85,000 for the White River work and $110,000 for the Missouri River studies. The additional funds would be required to place the work in full operation.

Chairman HAYDEN. Is that in the budget?

Mr. TUNISON. No, sir.

FIRE PROTECTION

Chairman HAYDEN. Included in your request for funds for administration of wildlife resources is $140,000 for fire protection on national wildlife refuges. To what extend do you cooperate with the Forest Service and with the Bureau of Land Management in firefighting?

Mr. PARKER. The firefighting that we do is in conjunction with the refuge areas that we have under our jurisdiction.

The Forest Service is the agency that does the research and develops the methods of control, and we have a cooperative agreement with the Forest Service in that respect.

Our operations on fire suppression and control relate only to our own areas.

RESEARCH UNIT, UNIVERSITY OF GEORGIA

Chairman HAYDEN. Senator Russell has expressed an interest in the establishment of a cooperative sport fisheries research unit at the University of Georgia. Are you aware of this suggestion?

Mr. JANZEN. Yes, sir; I believe that Mr. Tunison has the latest on that.

Mr. TUNISON. Yes, Mr. Chairman, we have had considerable correspondence with the State of Georgia and Senator Russell's office on this.

As you may know, this program was authorized several years ago and is somewhat similar, in fact very similar, to our wildlife cooperative units. At the present time, we have one fisheries cooperative unit located in Utah. It would be appropriate to have a fisheries cooperative unit in the Southeast.

Chairman HAYDEN. How much do you need to set up this unit, and what personnel would you place there?

Mr. TUNISON. It would require $30,000 to establish the unit, and that would cover the salaries of two people, plus their equipment, operating expenses, and there would be some for helping out graduate students.

RESEARCH UNIT AT LOUISIANA STATE UNIVERSITY

Chairman HAYDEN. Senator Ellender has asked me to inquire about a cooperative sport fisheries research unit at the Louisiana State University.

I will place in the record a statement concerning this which was given to me by the Senator.

(The statement referred to follows:)

The following summary has been compiled so that the facilities and favorable aspects for the location of a cooperative fisheries unit at Louisiana State University will be readily apparent. Louisiana State University during

its past 100 years has developed an excellent teaching, research, and extension program. Its teaching and research facilities rank among the finest in the Nation. These include a new $3 million library in which the science division alone receives approximately 4,000 different journals annually. The library is an official depository for U.S. Government and United Nations publications. Complete series of most fisheries publications are available. A new $750,000 nuclear science center and a computer center are available as well as the assistance of strong supporting departments such as zoology, botany, agronomy, chemistry, bacteriology, veterinary science, animal industry, medical college, and others.

Research facilities of other agencies located on the Louisiana State University campus include the Louisiana Water Pollution Control Division Laboratory and the U.S. Geological Survey, Ground Water Branch. Branch offices of the Louisiana Wild Life and Fisheries Commission located in Baton Rouge include those concerned with aquatic weed control research, lake and reservoir research, and education and information.

FISHERIES COURSES AND STUDY AT LOUISIANA STATE UNIVERSITY

The importance of subjects on equatic sciences is recognied by the university in that graduate courses are offered in three departments on the campus, which include ichthylogy, limnology, fisheries management, marine biology, algae, and bacteriology of water and sewage. In addition, Louisiana State University collaborates with the Gulf Coast Marine Laboratory, Ocean Springs, Miss., at which six marine courses are offered. A master of science degree for students majoring in fisheries is offered by the school of forestry and wildlife management.

RESEARCH FACILITIES

Opportunities and facilities for field research in fisheries are unlimited at Louisiana State University. The university campus is adjacent to the Mississippi River as well as to five ponds or lakes of 1 to 150 acres. Three university-owned ponds ranging from 1 to 16 acres are located within 5 miles of the main campus. Numerous ponds are located on the 13 agriculture experiment stations, including a rice experiment station. The Louisiana State University campus is within 30 miles of the most extensive overflow area in the United States—the Atchafalaya Floodway (15 by 160 miles). These overflow areas have had the least amount of research conducted on them of any type of fresh water habitat. Louisiana State University campus is centrally located to the watershed systems flowing into the north-central portion of the Gulf of Mexico, as well as the 4 million acres of Louisiana coastal marshes. As such, it is favorably located for the study of estuarine problems. Laboratory facilities including circulating salt water systems have been available through the Louisiana Wild Life and Fisheries Commission at Grand Isle, La. Field laboratory space and quarters has been available by cooperative agreements at the Gulf Coast Research Laboratory, Ocean Springs, Miss., and Rockefeller Wildlife Refuge, Grand Cheniere, La. These facilities would also make offshore marine fisheries research possible.

LOUISIANA FISHERIES VALUE

The commercial fisheries industry of Louisiana ranked first in volume of catch in the United States in 1959 and had the greatest increase (78 percent) over 1958 of any State (Powers, 1961, p. 202, U.S.F. and W.S. Stat. Digest 51). As such, it employed 8,784 fishermen and had a value of $7,475,000. As manufactured fisheries products, Louisiana's 1959 commercial catch had a value of $39,338,391. Of the total U.S. near-record 1961 commercial fishery landings of 5.1 billion pounds, 21 percent (1.1 billion pounds) was taken from the coastal waters between Pascagoula, Miss., and Port Arthur, Tex. The value of sport fisheries to the tourist trade and economy of Louisiana is difficult to determine but it has been estimated to exceed the commercial value and is increasing in value. Considering only new fishing areas in Louisiana, the Soil Conservation Service as of July 1960, has assisted in the construction of 19,317 farm ponds totaling about 40,000 acres.

FISHERIES PROBLEMS IN LOUISIANA

The extent of the problems related to the fisheries resources are noted when the 1961 reports show that Louisiana reported the greatest number of fish-kills

related to insecticide use for 1960. Very little data is available on the long-term effects of these chemicals on the fisheries resources in Louisiana. Louisiana has the majority of the estuarine habitat of the Gulf of Mexico and these areas serve as the major spawning and nursery areas for crabs, shrimp, and fishes. Additional research needs in these areas was demonstrated by the poor 1962 shrimping season in Louisiana. The conflicts that have developed as related to the fisheries resources on various water control and navigation projects in Louisiana are increasing yearly. Request for information on the possibilities of pond culture of shrimp and crayfish as well as the commercial farming of fish and crayfish with the rice-rotation are increasing rapidly. Research is being conducted on these problems; however, the establishment of the cooperative fishery research unit would allow rapid expansion in studies into these areas.

The basic fisheries resources in Louisiana is enormous and the need for trained fisheries personnel and research is urgent. Louisiana State University is aware of these opportunities and possibilities and feels that with a cooperative fisheries research unit it can better help solve these problems. We feel there are many favorable advantages for a cooperative unit at the School of Forestry and Wildlife Management, Louisiana State University.

FEASIBILITY OF PROJECT

Chairman HAYDEN. Would such a fisheries unit be feasible?

Mr. TUNISON. Yes, it would, Mr. Chairman.

Chairman HAYDEN. How much would you need to establish such a unit, and what personnel would you station there?

Mr. TUNISON. It would require $30,000, and similar to the State of Georgia, it would cover the cost of two personnel and their expenses.

Senator MUNDT. What do you do at cooperative fisheries units like that?

Mr. TUNISON. It is mainly a training program, Senator Mundt. We like to locate them at good schools, where there is need for additional students of fisheries. It is slanted at the graduate level.

The purpose would be to train them primarily in research work, fundamental research work. And in so doing, during the training period, they are assigned projects, and invariably those will be in conjunction with State and Federal programs.

We like very much to have the State people as cooperators on this program, on at least a three-way agreement, wherever it is possible.

Mr. JANZEN. I would like to add that we have 17 wildlife cooperative units started about 25 years ago, and this is the reason we have many trained wildlife technicians. There has not been a similar program in the fisheries field, and there is a shortage of fisheries workers.

CONTROLLED ERADICATION OF NUTRIA

Chairman HAYDEN. Senator Ellender asked me to ask this question: Last year, in accordance with contacts between Senator Ellender's office and that of Assistant Secretary of the Interior Briggs, a recommendation was made on a basis of need for increased research on the controlled eradication of nutria. At that time, Senator Ellender was informed that a biologist would be assigned in the field to study this program and that, this year, the Department of the Interior would attempt to have it included in the budget. Can you tell me if such a program is planned for this year, and, if not, how much money could the Department of the Interior adequately use to continue this study?

Mr. PARKER. The nutria as you may know, has increased through the years in the gulf coast. It is an animal that was imported into the

United States from South America. It feeds entirely on vegetation. It causes considerable damage in the sugarcane fields, the ricefields, and in the duck marshes.

In January of 1961, there was enough interest developed in the problem in Louisiana and Texas so that a planning committee was organized. They developed a program that called for cooperative research and control between the two State fish and game departments, the two universities, Texas A. & M. and Louisiana State, and the Bureau.

AMOUNT REQUESTED

The program called for $50,000 for the Bureau in research and $50,000 to start the control. We were not able to include it in the budget this fiscal year. On the control aspect we were able to add one man, who is down there now doing a combination of control with the methods that we currently have available, which are either trapping or shooting, and attempting to test out other methods. The big problem is one of trying to develop some kind of a bait which would attract the animals and then use a poison on the bait to get rid of them.

Senator MUNDT. Why were they imported in the first place?

REASON FOR IMPORTING ANIMALS

Mr. PARKER. They were brought in for fur purposes. They are halfway between a beaver and a muskrat in size. The guard hair is rather coarse. I am sure they anticipated that it might be a valuable fur animal in this country.

Actually, as it has turned out, the fur has very little value; generally $1 or $2 apiece. It takes almost as much time to skin one as it does a beaver, so that there is no one interested in harvesting them at the present time.

Senator MUNDT. Is the attempt now to exterminate them?

Mr. PARKER. Right. We have no methods yet that are workable, other than trapping or shooting.

FUNDS TO COPE WITH STARLING PROBLEM

Chairman HAYDEN. There will be included in the record a letter from Mr. Charles Paul, director of the California Department of Agriculture, urging that an additional $400,000 be provided to the Fish and Wildlife Service to assist Western States in coping with the starling problem.

(The letter referred to follows:)

STATE OF CALIFORNIA,
DEPARTMENT OF AGRICULTURE,
Sacramento, February 13, 1962.

Hon. CARL HAYDEN,
U.S. Senator,
Washington, D.C.

DEAR SENATOR HAYDEN: Starlings are becoming an increasing threat to American agriculture. In recent years, these serious pests have been moving from the east coast across the country to the Pacific coast. Crops have suffered considerable losses and livestock feeders are now finding starling depredations troublesome and costly.

Attempts at control have not been satisfactory and it is imperative that expanded intensive investigation and research be undertaken immediately in an effort to stem the tide and avert what will come to be a real disaster.

Losses to date are but the beginning of what can turn out to be serious and widespread economic distress among our ranchers.

After studying the situation, our people are firmly of the opinion that there are inadequate Federal funds available to assist the States in coping with the starling problem. Accordingly, it is hoped that the budget of Sport Fisheries and Wildlife, U.S. Department of the Interior, now pending before the Congress, will be augmented to include an additional $400,000 as the Federal Government's share of costs to assist the Western States in developing ways and means to reduce the starling menace. We sincerely believe that, unless such funds are made available now, the cost will eventually become many multiples of this amount.

Your assistance and support in obtaining these much needed funds will be greatly appreciated.

Sincerely yours,

CHAS. PAUL, *Director.*

DAMAGE BY STARLINGS ON WEST COAST

Chairman HAYDEN. Senator Kuchel has requested me to ask these questions in that regard.

The California Department of Agriculture advises that a substantial increase in the starling population is resulting in widespread and costly depredations against various crops, particularly grapes. Has any investigation or experimentation been carried out into the extent of damage done by these birds?

Mr. PARKER. Our work to date has been largely in attempting to develop methods of controlling the starlings. It is another foreign bird introduced in this country originally in New York City. It has spread out across the country until now it has put in an appearance on the west coast.

The work to date has been in attempting to figure out reductional methods of control. So far we do not have anything that looks real good. We have reported to the committee in the past the use of the light trap.

I have with me, if you care to look at them, some photographs of what starlings look like around feedlots. Those pictures happened to be taken near Caldwell, Idaho, but you would encounter the same thing in Arizona and New Mexico or any place where they have cattle feedlots. It is not only the amount of feed that the bird consumes, but also it defiles that much more.

STARLING CONTROL PROGRAM IN WASHINGTON

Senator MUNDT. Are you also in charge of the starling program in Washington?

Mr. PARKER. In the District, here?

Senator MUNDT. Right.

Mr. PARKER. No. We have counseled with the District Commissioners on what little we may have to offer in the way of control methods, but frankly, we have not begun to scratch the surface on figuring out ways of eliminating the starlings.

Chairman HAYDEN. Is it the starlings that make it dangerous for airplanes?

Mr. PARKER. Yes; those are some of the birds. I think it is common knowledge now that the airplane crash at Logan Airport was the result of ingesting starlings in the motors. There are other birds that do cause troubles there, too. Gulls, for example, have caused some difficulties, on the airports where they occur.

CONTROL OF STARLINGS NEAR VINEYARDS

Chairman HAYDEN. Senator Kuchel also wants to know whether the Service contemplates undertaking any program looking toward the control of starlings or providing means of repelling them from vineyards and fruit or berry producing areas?

Mr. PARKER. We do not yet contemplate any operational method of control, because we do not have a satisfactory method. We have some tools by which we could kill birds, but we feel it is essential, when we undertake an operational program, that we do it with complete safety. For example, using poisons, there is always danger unless you can develop one that is rather specific—the danger of killing other birds, domestic animals, and even humans. So we have not resolved the problem of research on control methods yet.

BOUNTIES FOR STARLINGS

Senator MUNDT. Has the State of California ever undertaken a program of bounties for starlings, like our State back home did on crows, for example?

Chairman HAYDEN. That was Senator Kuchel's next question. He says, Has such a problem been discussed with the agricultural authorities in California, the growers' organizations, and others, to determine its scope and seriousness?

Mr. PARKER. Yes; there was a pest control meeting held quite recently in California, and as a result of that meeting—and this, incidentally was a meeting attended by people from all over the United States as well as some of the foreign countries—it was very apparent that the problem was very severe in California, particularly in the vineyards.

WIDESPREAD STARLING DEPREDATION

Also along the west coast it is a serious problem among the holly growers, the people that are growing holly for Christmas decorations. The birds roost in the trees in the evenings.

But the problem is not confined to the west coast alone. We have all kinds of difficulties through the Midwest with the starlings, and also here in the East.

We have one very sore spot up at Hanover, Pa., in the watershed that furnishes water for the municipality. There are sufficient starlings that roost in the trees that have been planted in the watershed, so that they have seriously damaged a good share of the trees.

We have been using a light trap, which is a series of nets strung up on poles about 40 feet high with a funnel leading into a catch area, and we use strong electric lights behind the net. The employees go through the trees stirring up the birds, and they are attracted to the light and fly into the trap.

If you are interested in seeing the results of some of the trapping, here is a picture of 1 night's catch at the Hanover watershed. And this is just a small part of the total birds present.

FEASIBILITY OF BOUNTY SYSTEM

Senator MUNDT. Back to my question: Has the State of California ever set up a program of bounties for people to shoot starlings?

Mr. PARKER. Not to my knowledge. They do have an active control program carried on by the Department of Agriculture with their own employees. In all of the appraisals of the effects of bounties, it is pretty well proven that they do not really work. If we are going to control an animal, it had much better be done by people qualified to do it and who can carry it out more economically that way. Generally, with a bounty you develop an interest to start with, and then when the number of animals get reduced to the point where it is no longer profitable, interest wanes and the bird populations go right back up; or any animal, for that matter.

Senator MUNDT. We have killed a lot of crows back home with crow shoots. Do they ever have any starling shoots?

Mr. PARKER. I imagine there are places in the country where they carry on some starling shoots. It is generally not an efficient method of starling eradication.

Senator MUNDT. A lot of people would as soon shoot at a starling as a clay pigeon.

Mr. PARKER. The unfortunate thing now is that the price of ammunition is such that many folks are inclined to pass over that opportunity.

USE OF BOMBS AND NETS

Senator MUNDT. Have they ever tried bombs? I understand they put these bombs up in the places where they nest at night and kill them by the tens of thousands.

Mr. BUELL. I am not sure whether they have ever tried the bombs on that. Not to my knowledge have they been tried on starlings.

Senator MUNDT. The nets will work, but you will have to have an awful big army to go around and net them all.

Mr. PARKER. This light trap is used in concentration areas, where they are in compact areas. The nets are set up, and it takes a crew of 10 or 15 men a matter of an hour to drive into a trap all you can handle in a single night. We have taken as many as 100,000 in a single drive in 1 night.

Mr. JANZEN. I would say from what experience we have had with crow bombing in the Midwest, that the light trap, even though not yet developed as far as we would like, is more efficient than the bombing would be, and safer.

ESTIMATE OF FUNDS FOR STARLING CONTROL PROGRAM

Chairman HAYDEN. I will ask Senator Kuchel's final question.

Could the Service offer an estimate of how much might be expended in the next fiscal year to survey the starling problem and formulate and initiate an experimental control program? Would $400,000, as suggested by the California authorities, be adequate, and how might it be utilized?

Mr. PARKER. Currently our total bird program is $360,000, and of this there is about $200,000 that replaces FAA money that was transferred to us.

To specifically answer your question, it would take in the neighborhood of $400,000 to give us what we should have on bird control.

Chairman HAYDEN. We will recess until 3 o'clock.

(Whereupon, at 12:15 p.m., the subcommittee was recessed, to reconvene at 3 p.m. the same day.)

(AFTERNOON SESSION—FRIDAY, MARCH 2, 1962)

BUREAU OF SPORT FISHERIES AND WILDLIFE

STATEMENTS OF DANIEL H. JANZEN, DIRECTOR; ABRAM V. TUNISON, ASSISTANT DIRECTOR; AND LANSING A. PARKER, ASSISTANT DIRECTOR—Resumed

CONSTRUCTION OF FACILITIES

Senator BYRD of West Virginia (presiding). The hour of 3 o'clock having arrived, the hearing will be resumed.

Good afternoon, gentlemen.

We will place in the record the budget justification for fiscal year 1963 for construction of facilities required by the Bureau of Sport Fisheries and Wildlife. This amounts to $4,086,000, which is $3,340,936 less than was available in 1962. This sum will provide for continued construction at five new hatcheries and improvement at one existing hatchery.

(The justifications referred to follow:)

The purpose and long-range objectives of the program for construction are to provide land, buildings and other facilities for the conservation, management, and investigations of the Nation's sport fish and wildlife resources.

Accomplishments planned for 1962 include construction of new hatcheries and expansion of existing hatchery facilities, construction of refuge facilities to further develop waterfowl habitat, engineering planning for future refuge development, and expansion of laboratory facilities for studies of chemical agents for nuisance bird control.

For 1963, the program provides for continued construction and improvement of existing hatcheries; continuation of construction of fishery research laboratories and planning for a new fish-pesticide relationship laboratory; further development of refuge facilities, including engineering planning to meet future needs; and a start on construction of the Northern Great Plains Research Station.

Construction

Appropriation, 1962	$5, 257, 500
Unobligated balance from prior years	+2, 661, 436
Total available for obligation, 1962	7, 918, 936
Decreases:	
Fish hatchery facilities	4, 403, 026
Fishery research facilities	52, 228
Wildlife refuge facilities	2, 999, 855
Wildlife research facilities	217, 827
Subtotal	7, 672, 936
Subtotal	246, 000
Increases:	
Fish hatchery facilities	654, 000
Fishery research facilities	325, 000
Wildlife refuge facilities	2, 928, 000
Wildlife research facilities	179, 000
Subtotal	4, 086, 000
Total available for obligation, 1963	4, 332, 000
Unobligated balance from prior years	−246, 000
Budget estimate, 1963	4, 086, 000

Analysis by activities (total funds)

Activity and appropriation	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Sportfish facilities:				
Construction	$2, 225, 754	$4, 455, 254	$1, 114, 000	−$3, 341, 254
Construction of recreational and fish and wildlife facilities, Bureau of Reclamation		245, 000	471, 000	+226, 000
Subtotal	2, 225, 754	4, 700, 254	1, 585, 000	−3, 115, 254
2. Wildlife facilities:				
Construction	2, 204, 541	3, 217, 682	3, 218, 000	+318
Construction of recreational and fish and wildlife facilities, Bureau of Reclamation		418, 000	430, 000	+12, 000
Subtotal	2, 204, 541	3, 635, 682	3, 648, 000	+12, 318
Total, direct appropriation	4, 430, 295	7, 672, 936	4, 332, 000	−3, 340, 936
Other funds		663, 000	901, 000	+238, 000
Grand total	4, 430, 295	8, 335, 936	5, 233, 000	−3, 102, 936

Analysis by activities (direct appropriation)

Activity	Amount available, 1962	Fiscal year 1963			Total available, 1963 compared to total available, 1962
		Unobligated balance from prior years	Budget estimate	Estimated total available	
1. Sportfish facilities	$4, 455, 254	$135, 000	$979, 000	$1, 114, 000	−$3, 341, 254
2. Wildlife facilities	3, 217, 682	111, 000	3, 107, 000	3, 218, 000	+318
Total	7, 672, 936	246, 000	4, 086, 000	4, 332, 000	−3, 340, 936

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1. SPORTFISH FACILITIES, $979,000

(a) *Fish hatchery facilities*

The estimate of $654,000 is for continued construction at five new hatcheries, and improvement of one existing hatchery as follows:

Fish hatcheries:	
Arizona: Alchesay	$100,000
Arkansas: Greers Ferry Dam	95,000
California: Coleman	134,000
Michigan: Jordan River	101,000
Nevada: Lahontan (Minden)	100,000
North Dakota: Garrison Dam	124,000
Total	654,000

Alchesay, Ariz., $100,000.—Construction of this station was authorized by the act of June 23, 1959 (73 Stat. 92). It is located on the Fort Apache Indian Reservation on land that was made available by the tribe. When fully developed it will be capable of producing 150,000 pounds of trout annually. The Williams Creek National Fish Hatchery is also located on the reservation.

Present stocking requirements for waters of the Fort Apache Reservation alone are approximately 110,000 pounds of trout annually. The Williams Creek Hatchery can supply less than half of this amount. In addition, 90,000 pounds of trout are needed for the Navajo, Zuni, Jicarilla and San Carlos Reservations, military installations and other Federal areas. At a later date trout will be required for the Navajo Dam and the Stream below the dam, and for the Hopi and Laguna Reservations.

It will be necessary to provide housing for all permanent employees at the Alchesay National Fish Hatchery. The nearest town is White River (less than 250 population), 8.5 miles from the hatchery site with no rental houses available. Globe is the nearest town in the 5,000 to 8,000 population class, and is 90 miles from the hatchery.

Funds were appropriated during 1960 to 1962 for construction of facilities at the Alchesay Hatchery. In view of the increasing demands for trout in this section of the United States, funds are now needed for the full development of the site.

The 1963 estimate is for the following:

Four residences with carports	$80,000
Equipment (fish-cultural and maintenance)	20,000
Total	100,000

Greers Ferry Dam, Ark., $95,000.—Corps of Engineers construction activities in the Little Red River and Red River drainage areas of southwestern Arkansas and eastern Oklahoma will result in a need for trout for stocking reservoirs and cold tailwater streams. Greers Ferry Dam and Reservoir project, on the Little Red River, is now under construction. Additional dam and reservoir projects now authorized will follow in the near future.

Recent studies indicate that 60,000 pounds of trout will be required annually for stocking cold waters created by the construction of Greers Ferry Dam. An additional 90,000 pounds will be required annually to stock other existing and future cold-water habitants in southwestern Arkansas and eastern Oklahoma.

In 1962, $170,000 was appropriated for initiation of construction of a hatchery below the Greers Ferry Dam. The estimate for 1963 is for the following:

Concrete raceways, with water supply and drainage features	$82,000
Water supply line, intake and control structure	13,000
Total	95,000

Coleman, Calif., $134,000.—The Coleman National Fish Hatchery was established in 1941 to maintain the run of Chinook salmon of the Sacramento River that was cut off by the construction of Shasta Dam. The success of this station is shown in a high return of marked fish to the salmon fishery of the Sacramento. The annual egg takes of this station have exceeded 40 million.

The operation involves the trapping and hauling of adult fish as well as the trapping, rearing, and distribution of up to 32 million other fish, weighing approximately 200,000 pounds. In addition to the production of salmon a very

important run of steelhead has been built up in the Sacramento River system through releases of this species from the Coleman Hatchery. Kamloops and other species of trout are produced at Coleman incidental to salmon and steelhead.

In 1962, $160,000 was appropriated for needed improvements at this station. The $134,000 estimate for 1963, is for the next phase of this improvement program as follows:

Water supply line, 5,000 feet 36 inches	$116,000
One residence	18,000
Total	134,000

Jordan River, Mich., $101,000.—The Great Lakes lake trout population has been decimated by the ravages of the sea lamprey, and has practically disappeared from the waters of Lakes Huron and Michigan. It is making a last stand in Lake Superior. A lamprey control research program was initiated on the Great Lakes several years ago, administered by the Great Lakes Fishery Commission consisting of the Lake States and the Governments of the United States and Canada.

Recovery of the lake trout population through natural reproduction would take many years, and would probably never be completely successful. Hatchery reared young lake trout must be released in the Great Lakes to effect a reasonable recovery. Present rearing facilities operated by the Lake States, Canada, and the United States do not have the capacity to produce lake trout in the numbers required. It is urgent that stocking be accelerated to meet annual requirements to fill the void left by the disappearance of the lake trout from their former habitat.

The 1962 appropriation included $425,000 for initiation of construction of a hatchery at Jordan River, Mich. The $101,000 estimate for 1963 is for the following:

Concrete raceways (8 ft. by 100 ft.) with individual supply and drainage features	$101,000

Lahontan (Minden), Nev., $100,000.—There is a large demand for trout for distribution to waters in the western part of Nevada. The Bureau does not operate a hatchery in Nevada and applications for planting in this State are filled from the trout production at the Hagerman National Fish Hatchery in Idaho. This has resulted in excessive costs for fish distribution and has limited the distribution of fish to waters of western Nevada. Existing requirements now total 80,000 pounds of trout annually, most of which are for Lahontan cutthroat trout for Pyramid and Walker Lakes. As the Washoe reclamation project is developed an additional 43,000 pounds will be required. The two interstate lakes, Topaz and Tahoe, also will require trout from this hatchery. None of these requirements takes into consideration any increase of fishing pressure that may occur in the area in years to come. A hatchery, including facilities to produce a minimum of 125,000 pounds annually, is needed in western Nevada to eliminate the long distribution trips and to meet the Federal responsibility in this area.

The 1962 appropriation contained $150,000 for initiation of construction of a hatchery near Minden, Nev. The estimate of $100,000 for 1963 is for continuation of the construction, as follows:

Pipelines from wells to hatchery site	$66,000
River intake, including 2 pumps and standby unit	34,000
Total	100,000

Garrison Dam, N. Dak., $124,000.—Construction of a hatchery at Garrison Dam was authorized by the act of July 1, 1957 (71 Stat. 264). The construction of Garrison Dam and other large dams on the Missouri River, and the program of increased water storage at every possible location has increased the need for both trout and warm water fish for stocking purposes in North Dakota and adjoining States. The hatchery site is immediately below the dam. The new hatchery will have facilities for the rearing of trout for stocking waters below large reservoirs, pike and walleyes to be used as predatory species in reservoirs, and other warm water species for farm ponds.

Funds for the construction of the Garrison Dam hatchery were appropriated from 1958 through 1962. The estimate for 1963 is for the following:

Trout raceways (twelve 4 by 100 by 3 feet)	$45,000
Trout raceways (nine 8 by 100 by 3 feet)	70,000
Equipment (fish cultural and maintenance)	9,000
Total	124,000

The following is a summary of the construction program at the six hatcheries included in the 1963 estimate.

Hatchery	Total estimated cost	Appropriated 1958 to 1961 inclusive	Appropriated 1962	Estimated, 1963	Estimated appropriation required to complete construction
Alchesay, Ariz.	$913,000	$390,000	$330,000	$100,000	$93,000
Greers Ferry Dam, Ark.	800,000		170,000	95,000	535,000
Coleman, Calif.	444,000		160,000	134,000	150,000
Jordan River, Mich.	892,000		425,000	101,000	366,000
Lahontan, Nev.	996,000		150,000	100,000	746,000
Garrison Dam, N. Dak.	1,051,000	530,000	307,000	124,000	90,000
Totals	5,096,000	920,000	1,542,000	654,000	1,980,000

(*b*) *Fishery research facilities, $325,000*

The estimate of $325,000 will provide for laboratory construction as follows:

Arkansas: Stuttgart	$195,000
California: Convict Creek	80,000
(Site not selected): Fish-pesticide lab	50,000
Total	325,000

Stuttgart, Ark., $195,000.—The headquarters laboratory of the fish-farming experimental station at Stuttgart, Ark., for which construction funds were appropriated in 1960, is now complete except for necessary ponds, holding tanks, and related facilities for fish farming research. The estimate will permit completion of the construction of the laboratory.

Convict Creek, Calif., $80,000.—This estimate will complete redevelopment of the station which was commenced in 1959 by doubling the fish-holding and experimental facilities and providing yearlong residence for all permanent staff members. This will permit closing the Reno office and saving of rent. The estimate is for the following:

Experimental fish-holding laboratory	$30,000
2 prefabricated residences	30,000
4 water control structures	12,000
4 controllable ¼-acre ponds	8,000
Total	80,000

Fish-pesticide laboratory (site not selected), $50,000.—Space and water at the Denver Federal Center are inadequate for a full program of research on fish-pesticide relationships. Construction of a $900,000 structure to house chemistry and biology laboratories, fish-holding and experimental facilities, office and storage space is anticipated to meet this need. The 1963 estimate is for site surveys, land acquisition, and architectural and engineering planning. Proposed sites in Colorado, Utah, and Wisconsin are under consideration.

Site surveys, land acquisition, engineering, and architectural planning.. $50,000

2. WILDLIFE FACILITIES, $3,107,000

(a) Wildlife refuges, $2,928,000

The estimate for this subactivity is $2,928,000 for construction, development, and improvement of refuges, and engineering planning, as follows:

Refuges:	
Aleutian Islands, Alaska	$206,000
Havasu Lake, Ariz	35,000
Imperial, Ariz	25,000
Holla Bend, Ark	163,000
Kern-Pixley, Calif	283,000
Modoc, Calif	85,000
Lower Klamath and Tule Lake, Calif. and Oreg	84,000
Monte Vista, Colo	200,000
Bombay Hook, Del	80,000
Crab Orchard, Ill	410,000
De Soto, Iowa and Nebr	185,000
Quivira, Kans	146,000
Noxubee, Miss	110,000
Benton Lake, Mont	80,000
Crescent Lake, Nebr	45,000
Montezuma, N.Y	127,000
Malheur, Oreg	48,000
Fish Springs, Utah	366,000
Engineering planning	250,000
Total	2,928,000

Aleutian Islands, Alaska, $206,000.—At present the Bureau must rent substandard facilities for the operation of the Aleutian Islands National Wildlife Refuge. Three residences, an office-laboratory, and a service building-warehouse are needed. This refuge, comprising 2,720,000 acres, is the second largest unit of the national wildlife refuge system. It extends 1,000 miles westward from the Alaska Peninsula and includes 200 islands. The Alaskan brown bear, sea otter, caribou, migratory waterfowl, and numerous colonies of seabirds are benefited by this important area. Portions of the refuge are open to the hunting of migratory birds, upland game, and big game, and all waters are open to sport and commercial fishing. Increasing public use of this vast area and the frequently severe weather make adequate management and enforcement a serious problem under the best of conditions.

Havasu Lake, Ariz., $35,000.—This estimate is needed to continue a program of land clearing and development. At present this refuge is unable to provide adequate habitat to compensate for that which has been lost and is being destroyed in the southern portion of the Pacific flyway. Additional habitat is also needed to insure the preservation of an important wintering population segment of the Great Basin goose and to prevent duck depredations in southern California. The area in which this land clearing and development is scheduled is covered by silt deposits and useless weed plants. It must be cleared, leveled, and otherwise prepared for the planting of waterfowl foods.

Imperial, Ariz., $25,000.—Of this estimate, $6,000 is needed for the construction of dikes and ponds. This work is needed because food and resting habitat is now inadequate. It will improve wintering conditions for Pacific flyway waterfowl, including the Great Basin goose. At present there are numerous sloughs and ponds with no river connection. Since there is no control over water levels and no means to prevent the runoff of water which could serve as a reserve during dry periods, these potentially productive water areas provide little waterfowl habitat. The sum of $15,000 is needed for land clearing which will provide cereal grains and browse needed to supplement the wild foods and cultivated crops. Browse production is especially needed for geese, since this is an important item in their diet. It can be expected that any increase in waterfowl use will improve hunting conditions in the refuge vicinity; $4,000 is needed for fencing to protect cultivated crops from trespass cattle. Unless this is done, funds expended for crop production will be largely wasted, and there will be an even greater shortage of waterfowl food than now exists on this important area.

Holla Bend, Ark., $163,000.—Of this estimate, $82,000 is needed for the completion of water impoundment facilities which will complete the water development project at this refuge. The improved habitat thus provided will increase

the wintering potential of the refuge to an estimated 80,000 ducks and 20,000 geese in addition to the thousands of migrating waterfowl which temporarily seek food and shelter. It will be possible to regulate the water levels of the new pools, creating optimum conditions for the production of wild foods. About $81,000 is needed for the construction of headquarters facilities. These will include a service-office building, storage building, residences, seed and grain building, oil and paint storage building, fuel storage and pump house, and pumps and shelter. It will be impossible to either manage or protect this important refuge unless a headquarters is provided. Personnel must be on hand at all times for emergencies and public contacts as well as to supervise and carry out the daily work program. Storage facilities must be provided for the equipment needed for construction, farming operations, and maintenance, and suitable buildings for the repair of this equipment are also essential. The seed and grain building will store grain for emergency feeding programs at this or other refuges, and also seed needed for habitat improvement.

Kern-Pixley, Calif., $283,000.—This estimate includes $176,000 for impoundments, $55,000 for wells and pumps, $27,000 for roads and bridges, and $25,000 for headquarters development of an equipment-service building and oil house. If an orderly development program is not vigorously pursued, there will be no return on the great investment already made here. Furthermore, the Bureau is risking the loss of vital water rights if there is no adequate water development. The development of headquarters, which will be at Kern, is of prime importance to the proper administration of these refuges. Since the nearest town is 20 miles away, facilities for proper storage, maintenance, and office work must be on the area. Suitable living quarters will be needed so that personnel will be on hand for emergencies and have ready access to their work.

Modoc, Calif., $85,000.—The estimate will complete step 1 of the development plan. The Parker Creek Dam, necessary to preserve the present water system, is in danger of failing and must be replaced. Low dikes will be constructed to spread out the available water to create habitat for the production of both ducks and geese as well as provide suitable sanctuary for migrants. When development is completed, Modoc will be ideally located to serve the vast number of Pacific flyway waterfowl which annually migrate through this part of California. Wetlands which have been lost to waterfowl through agricultural development will be restored for waterfowl use.

Lower Klamuth and Tule Lake, Calif. and Oreg., $84,000.—Of this estimate, $24,000 is needed to complete the east-west dike and related control structures for unit 12 on lower Klamath. There is need to divide this large and difficult-to-manage emergency flood sump into four smaller units that can be utilized for farming during nonflood periods. Only by doing this can full advantage be taken of the production and feeding potential of this large unit. In the event of a water shortage, available water can be stored safely in one or several of the smaller units whereas the same amount of water, dispersed over a large area, could be entirely lost. Construction of this dike has been started with funds previously appropriated. About $60,000 is needed for the Tule Lake refuge to continue work on soil drainage to improve agricultural production of lands which have been damaged through an accumulation of salts. This is a normal consequence of irrigation in northern California. Tule Lake is one of the refuges in the Klamath Basin refuge complex through which migrates a major part of the waterfowl of the Pacific flyway. Tule Lake itself is famous as the location of the largest annual concentration of waterfowl on the continent. Failure of this refuge to adequately provide for migrants would adversely affect the entire Pacific flyway waterfowl population as well as cause depredation problems in California and Oregon.

Monte Vista, Colo., $200,000.—This estimate is needed to construct impoundment facilities and to renovate unproductive land. Additional acreage will thus be provided on which waterfowl can feed and rest. Adequate impoundment facilities in which water levels can be controlled are the lifeblood of this refuge, since annual precipitation in the vicinity averages only 8 inches. While the production of adequate food for migrating waterfowl is important here, the improvement of nesting habitat is an even greater justification for the proposed development. The present annual production of over 8,000 ducks will be raised to 25,000 or better with the new habitat. The additional crop-producing area is needed to supplement wild food production to prevent serious crop depredations in the refuge vicinity. As a normal result of the increased waterfowl capacity of the refuge, hunting on the area and in the vicinity will improve.

Bombay Hook, Del., $80,000.—This estimate is needed to construct a dike which will subdivide Shearness Pool, one of several fresh water impoundments which previously was unproductive salt marsh. The cross-dike is one of the steps in an orderly program of development having the primary objective of improving the refuge's capacity to provide sufficient food for the increasing number of migrating waterfowl which depend upon the area for sanctuary. The improvement of this refuge is made more urgent by the rapid encroachment of industry and resort areas in this portion of the Atlantic flyway. One of the important management features envisioned is the control of water levels in the refuge pools to reduce or remove the existing carp population. These fish not only lack economic or recreational value in the area, but almost completely destroy the ability of the refuge pools to provide needed waterfowl food. An orderly system of draining and flooding is therefore essential.

Crab Orchard, Ill., $410,000.—This estimate is needed for work at Devils Kitchen Dam. The grading and base course have been completed on approximately 23 miles of road around Devils Kitchen Lake. Construction of spillway and bridges, and appurtment facilities has been completed by the Corps of Engineers with funds appropriated in prior years. The 1963 estimate covers the following:

Riprap of stream banks below dam at Big Grassy Bridge	$40,000
23 miles of bituminous road surface	370,000
Total	410,000

Prompt completion of this work is necessary (1) to prevent water and weather damage to the roadwork in places which would make ultimate completion more costly if delayed and (2) to make this project usable to the public.

De Soto, Iowa and Nebr., $185,000.—This estimate is needed to construct a headquarters for this comparatively new refuge which has already received a great amount of attention and publicity in the Midwest. Due to its location in a densely populated area, this refuge focuses public attention on the Bureau's national wildlife refuge program. An essential development phase is the construction of adequate administrative headquarters facilities, including three residences, a service-office building, two equipment buildings, and oilhouse, and three grain bins. In addition to providing adequate supervision of the one-half million people expected to visit the refuge annually, suitable buildings are needed to properly store and repair the equipment which will be used in the farming and maintenance program. Up to this time the public-use problems of the area have received the most publicity. However, waterfowl will gain their proper status in the overall picture as more and more people observe the vast flocks of snow and blue geese, sometimes totaling 400,000 birds, which will stop at the refuge each spring. In addition, improved birdwatching and waterfowl hunting opportunities will be provided in the vicinity. DeSoto refuge will serve an important function in improving the distribution of the eastern prairie flock of Canada geese. As a side benefit, public hunting for this species will once again be possible in this vicinity.

Quivira, Kans., $146,000.—This estimate is needed to construct an impoundment facility which will provide badly needed food and shelter in normal seasons and store a reserve supply of water during dry years, which periodically occur here. By providing suitable nesting and feeding conditions for waterfowl in this portion of the central flyway, Quivira will improve the general distribution of ducks and geese. Hunting opportunities, especially for Canada geese, will increase through a management program geared, in part, to better conditions for this species. The diversions, channels, and impoundment constructed will take full advantage of existing water supplies and pools. A series of small potholes will provide nesting habitat in order that this refuge will in the future provide sanctuary for a large number of migrating waterfowl and also be able to produce birds to help sustain the duck population of the central flyway.

Noxubee, Miss., $110,000.—This estimate is needed for the construction of four additional green-tree reservoirs to supplement those already built, which are inadequate for a suitable waterfowl food production and timber management program. This type of management consists primarily of flooding bottomland hardwood species with 6 to 8 inches of water during the winter season. Not only is a great amount of mast made available to waterfowl, but timber volume is increased and quality is improved. Green-tree reservoirs create excellent waterfowl habitat out of land which otherwise has little available food for ducks

of geese. Without this type of development, this refuge is neither providing sufficient waterfowl food nor is it being managed in the best interests of both the land and wildlife.

Benton Lake, Mont., $80,000.—This estimate includes $20,000 for nesting islands; $25,000 for a drain; $6,000 for interior roads; $9,000 for fencing; and $20,000 for one dwelling. These items will complete the development of this refuge and are essential if the benefits of the great investment already made here are to be fully realized. With proper attention to the nesting potential of this area, waterfowl production per acre can be expected to equal that on the best breeding grounds in the country. Roads must be surfaced to allow adequate public enjoyment of the refuge and to require a minimum investment in future maintenance. They are also essential if the refuge staff is to properly carry out its patrol and management duties, as well as maintain the important pumps and other facilities now installed. The fencing is needed to protect refuge croplands from grazing by trespass cattle, which would result in the destruction of food needed for waterfowl. The manager assigned to this area will have headquarters in Great Falls, 12 miles away. It is essential that the maintenance staff live on the area to be on hand for emergencies.

Crescent Lake, Nebr., $45,000.—This estimate is needed to construct two residences which will replace the quarters occupied by the clerk and maintenance-man. The quarters occupied by these employees and their families were improvised by grouping several old homestead cabins together into some semblance of houses. None of the floors are level, sills and studs are rotting, and their general condition is far below ordinary standards for health, comfort, and safety.

Montezuma, N.Y., $127,000.—This estimate is needed for water control structures. The south unit of this refuge is undeveloped land of no benefit to waterfowl. Being too low to be farmed, it contains either weeds, brush, or undesirable trees. The levees and structures included in this estimate will allow the flooding of this unit, converting it into productive use both for wild food production and waterfowl nesting. The control structures will allow proper manipulation of water levels to provide optimum waterfowl habitat, and will also allow periodic drainage for carp control. This new pool will provide a sufficient reserve water area so that other refuge pools can be drained as needed for the control of carp. Without such a program, carp will increase to the point where wild food production is prevented.

Malheur, Oreg., $48,000.—This estimate is needed to complete construction of the Diamond drain unit. This must be done before any benefits can be realized from the work already accomplished. Rainfall is normally quite scarce in this region. As a result, water levels of impoundments are often too low to permit proper management. Completion of this drain system will permit regulation and distribution of available water.

Fish Springs, Utah, $366,000.—This estimate is needed for construction of impoundment facilities which will complete the most important phase of water development on this refuge. Unless this work is done, there will be little benefit from the investment already made on this project. In addition to creating an ideal nesting area for ducks in this arid section of the Pacific flyway, this refuge will provide important nesting habitat for the Great Basin goose. Some population segments of this large bird are now endangered. From a legal standpoint, it is essential that we create these impoundments in order to place in good standing the vital water rights that were obtained in the acquisition of this project.

Engineering planning, $250,000.—Under this program, 6 master plans were completed in 1960, 7 in 1961, and 10 are planned in 1962. The orderly management and development of the refuge system can best be accomplished by completion of master planning on all major refuges at the earliest possible date. At the present rate of completing 23 master plans in 3 years, it will take 13 years to complete planning on all of the present 130 major wildlife refuges. New refuges being added to the system each year will result in a further backlog of refuges requiring master planning. The program must, therefore, be stepped up to provide for the master planning of at least 12–15 refuges in 1963, at a cost of $200,000 for general engineering planning.

There is an urgent need to determine the availability and distribution of ground water. This involves studies of rainfall, runoff, stream gaging and stream flow and forecasts of flood and river stages. Reservoirs, dams, penstocks, spillways, and other hydraulic features so vital to the management and development of our national wildlife refuges must be planned and maintained to obtain beneficial usage and establish clear legal rights to water. It also is

essential to prove up and file on water rights in conformance with State laws. In 1962, $35,000 was provided for water rights surveys; $50,000 is needed in 1963 to continue these surveys and to reduce the backlog which is estimated at $320,000.

(*b*) *Wildlife research, $179,000*

Patuxent Wildlife Research Center, $40,000.—The estimate of $40,000 will provide $30,000 for the construction of a 1,600-square-foot isolation building for the confinement and care of experimental animals in studies of contagious wildlife diseases and $10,000 for a waste disposal system for the pesticide-wildlife study pens to prevent contamination of the center's water supply and the Patuxent River.

Northern Great Plains Wildlife Research Station, $139,000.—In 1962, $50,000 was appropriated for site investigations and preliminary planning preparatory to establishment of a Northern Great Plains Research Station. The principal purpose of this station will be to find ways and means of maintaining optimum populations of waterfowl through the better utilization of available water supplies and wetland acreages in the face of increasing agricultural expansion. Planning the location of the station and developing plans and specifications are being accomplished with the $50,000 appropriation.

The 1963 estimate of $139,000 is for the construction of a field laboratory that will operate as a substation of the main research laboratory once it is constructed and placed in operation. Constructing this field laboratory will enable an immediate start on the work of determining the most effective ways of maintaining optimum populations of waterfowl. The field laboratory will be constructed on a site near Woodworth, N.Dak., that has already been acquired under the wetlands acquisition program.

The estimate includes $55,000 for the construction of a field laboratory; $20,000 for a residence; $15,000 for a garage equipment shed; $20,000 for water supply and impoundment structures; and $29,000 for roads, fences, gates, vehicles and other equipment needed to carry out seasonal studies and experiments on habitat requirements, ecological relationships and management of waterfowl in pothole habitat.

Itemization of estimate—Construction

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$4,430,295	$7,672,936	$4,332,000	−$3,340,936
Unobligated balance brought forward	−1,956,731	−2,661,436	−246,000	+2,415,436
Unobligated balance carried forward	2,661,436	246,000		−246,000
Appropriation	5,135,000	5,257,500	4,086,000	−1,171,500
Obligations by objects:				
11 Personnel compensation	585,812	706,000	377,000	−329,000
12 Personnel benefits	26,052	30,000	23,000	−7,000
21 Travel and transportation of persons	75,823	90,000	75,000	−15,000
22 Transportation of things	10,752	14,000	10,000	−4,000
23 Rent, communications, and utilities	33,219	10,000	10,000	
24 Printing and reproduction	46,816	9,000	10,000	+1,000
25 Other services	76,703	148,000	45,000	−103,000
Services of other agencies	103,618	30,000	95,000	+65,000
26 Supplies and materials	199,662	209,936	100,000	−109,936
31 Equipment	401,385	141,000	85,000	−56,000
32 Lands and structures	2,870,453	6,285,000	3,502,000	−2,783,000
Total obligations	4,430,295	7,672,936	4,332,000	−3,340,936

STATUS OF CONSTRUCTION PROGRAM

Senator BYRD. Mr. Janzen, will any of the five new hatcheries for which funds are requested in this bill be completed during fiscal year 1963?

And if so, which ones?

Mr. TUNISON. Mr. Chairman, none of the hatcheries for which we are asking funds will be completed with these funds this year. They all contain funds for continuing construction.

CHATTAHOOCHEE FOREST, GEORGIA, NATIONAL FISH HATCHERY

Senator BYRD. Does this budget contain funds for the second phase of expansion work initiated last year at the Chattahoochee Forest Fish Hatchery?

Mr. TUNISON. No, sir, it does not, Mr. Chairman.

Senator BYRD. If not, and as you have said it does not, please furnish for the record a statement of the work to be done and its cost.

Mr. TUNISON. We will be glad to do that.

(The information referred to follows:)

This hatchery produces trout for stocking waters within and adjacent to the Chattahoochee National Forest. Fishing pressure on these waters has increased rapidly in the past few years; on several selected management area streams the number of fishermen increased 385 percent in 7 years. To meet the increased fishing pressure it has been agreed to open additional management areas in the forest, and to develop and manage streams on privately owned lands under suitable lease agreements. In addition, the State has scheduled the construction of access roads to streams now lightly fished because of inaccessability, and started removal of rough fish to increase trout-carrying capacity in some streams.

A survey by fishery biologists shows that there are about 690 streams in the nothern part of the State which are suitable for trout. About 175 of these are being stocked. Present requirements are estimated to total 400,000 catchable-size trout weighing 133,000 pounds. On completion of various programs to increase the recreational use on the waters of the Chattahoochee National Forest and other suitable waters, annual trout stocking requirements in the State will amount to 600,000 fish weighing 200,000 pounds. It is anticipated that with completion of the development program for the Chattahoochee Forest National Fish Hatchery, the annual production will be about 100,000 pounds of trout.

In fiscal year 1962, Congress appropriated $150,000 for an expansion program at this station. These funds will be used to (*a*) replace the Mill Creek water supply dam intake structure and pipeline, (*b*) construct trout-rearing facilities with water supply features, (*c*) provide a supplemental water supply to each building for fire protection and miscellaneous uses, (*d*) construct a concrete bridge, and (*e*) purchase various items of fish-cultural and maintenance equipment.

Funds are now required to complete the development program for the Chattahoochee Forest Hatchery.

Additional funds needed for the program

Air, powerlines and floodlights to raceways	$12,000
Equipment storage building	15,000
2 residences with carports (nearest available housing 31 miles from station)	40,000
Water supply and sewage disposal	4,000
Complete grading, filling, and surfacing roads	39,000
Fencing and landscaping	19,000
Equipment	5,000
Total funds needed	134,000

RANCH A IN WYOMING

Senator MUNDT. Mr. Chairman, while we are on trout hatcheries, I would like to ask a question.

Senator McGee of Wyoming has been in contact with you in connection with what is known as Ranch A out in Wyoming.

Mr. TUNISON. That is right, Senator Mundt.

Senator MUNDT. Will you tell us what your plans are or what studies you have given to the program that he envisions?

Mr. TUNISON. If I might back up just a bit on that: At the time we finally made the selection of McNenny in your State of South Dakota, we had, along with McNenny, considered the site at Ranch A, Sand Creek, and for various reasons we finally selected McNenny at that particular time.

It is a very exceptional site. The water supply is good. And the facility, or the land there, would lend itself to development for either a production hatchery or a research station.

Senator MUNDT. I believe he has in mind something in the nature of a research station, because the bulk of the trout population in Wyoming is rather far removed from Ranch A.

Mr. TUNISON. That is right, Senator. Throughout the years we have spent considerable sums of money, and effort, in research on other phases of trout propagation. We have worked on diseases and nutrition, but I must admit that we have neglected the field of genetics. For this reason, we have considered this now for at least 5 years as a program. We do have a program, and it is a matter of finding a site which Ranch A would lend itself to, and at such time as we have the necessary funds, we would embark upon such a program.

Senator MUNDT. I have been out to Ranch A. It is a place which is pretty hard to duplicate at many other places in the world, both from the standpoint of the water and the fact that somebody has a substantial number of buildings and ponds already constructed in that area. What would you envision in terms of dollars would be required to get underway with the kind of research station that you have described?

COST OF RANCH A

Mr. TUNISON. It is my understanding that the owner is willing to sell for a little over $300,000. We would estimate around $340,000, including our appraisal costs and necessary realty work.

You have been there, and I am sure you agree with me that that lodge is beautiful. It is something that no doubt raises the price of that piece of property. But it is our understanding recently that the owner would be willing to sell for a little over $300,000. In the overall, through years of continuing construction, it will cost better than a million dollars before we are through. A statement concerning studies of qualities and selective breeding of sport fishes and estimated costs is inserted for the record:

(The statement referred to follows:)

STUDIES OF GENETICS AND SELECTIVE BREEDING OF SPORT FISHES

The development of genetic facts and principles and their continuing application to the selective breeding of domestic animals and cultivated plants is recognized as a successful and profitable program. Similarly, the scientific selection and breeding of propagated fishes will produce strains of uniformly high quality and with desired characteristics highly advantageous in the more intensive fishery management required to meet growing recreational demands.

Cultivated sport fishes are inherently variable in physical and physiological characteristics. This strongly suggests, and limited short-term trials with a few aquarium and hatchery stocks confirm, that genetic stabilization and upgrading of sport fishes is feasible. However, substantial benefits will accrue only through major and sustained effort. The Bureau's research planning envisages such studies, a proposed Federal research function of such merit and propriety as to have elicited strong support from professional fishery conservationists.

As planned, the rainbow trout is the choice for first research effort. This fish is widely distributed, has high recreational popularity, is important in the production of Federal, State, and private hatcheries, and is adaptable to closely controlled propagation. The scientific knowledge and technical developments resulting from this initial study will be applicable to studies of other fishes.

A good site for this trout study, known to the Bureau for some years, has recently become available for purchase—Ranch A and the adjacent Babcock tract located on Sand Creek near Beulah, Wyo. This property includes approximately a square mile of land, an excellent spring-water supply, and major improvements having an estimated replacement value approaching $1 million. Ranch A is now operated as a private trout hatchery and resort. The major improvements are well constructed and in good condition; they can be easily remodeled to provide, in large part, facilities needed for the proposed research. A most important consideration is the spring-water supply of at least 12 cubic feet per second arising on the property and entirely suitable in temperature and quality for trout propagation. Such water supplies are rare.

At this site, a four-stage development of facilities and research program could be undertaken:

PHASE 1		
Construction:		
Purchase Ranch A and Babcock tract, including surveys, appraisals and related costs of acquisition		$340,000
Develop detailed engineering plans		60,000
Remodel existing structures to provide office, laboratory, library, garage, shop, and storage space		60,000
Subtotal, phase 1 construction		460,000
Operation and maintenance: Employ nucleus research staff to develop detailed biological program	$35,000	
PHASE 2		
Construction:		
Experimental hatchery and laboratory facilities with equipment		350,000
Three residences with garages		60,000
Subtotal, phase 2 construction		410,000
Operation and maintenance: Salaries and expenses of research staff (increase of $55,000)	$90,000	
PHASE 3		
Construction:		
Trout rearing facilities		290,000
Special research equipment		40,000
Subtotal, phase 3 construction		330,000
Operation and maintenance: Salaries and expenses of research staff (increase of $80,000)	$170,000	
Total constructions funds needed for the program		1,200,000

PHASE 4

Operation and maintenance: Salaries and expenses of research staff (increase of $80,000) ---------- $250,000

NEED FOR LABORATORY BUILDING

Mr. TUNISON. There will be need for a laboratory building, and then a number of very small ponds to hold fish from one year to the next, with selected breeding and work on genetics, which as I think you appreciate, it is necessary to continue these generations over a period of time.

CONVERSION OF LODGE

Senator MUNDT. Would your plan be to try to convert that lodge into a laboratory, or into an administrative building, or quarters for personnel, or what would you do?

Mr. TUNISON. Probably a combination of both. It is a shame to do that, but in this particular case we are more concerned with the water supply than we are with the beautiful lodge. We would not leave it as a lodge, as such, I can assure you.

Senator MUNDT. But I mean it would not be torn down.

Mr. TUNISON. No, definitely not.

Senator MUNDT. You would convert it?

Mr. TUNISON. That is right.

Senator MUNDT. As I recall there are some other buildings there too that are to be converted into quarters for personnel, cabins.

Mr. TUNISON. Yes, in the back of that lodge there is a small private hatchery that would not serve its purpose for us. We would have to replace that.

Senator MUNDT. But there are some ponds there.

Mr. TUNISON. That is right.

Senator MUNDT. Thank you, Mr. Chairman.

NEW HATCHERY IN TENNESSEE

Senator BYRD. Mr. Tunison, Senator Kefauver is here now and may wish to ask some questions about the matter which we were just discussing a few minutes ago.

Senator Kefauver?

Senator KEFAUVER. Thank you, Senator Byrd.

About a little more than a year ago, the Interior Department felt, as we all feel in Tennessee, with the increasing number of lakes and tourists and vacationers, that another fish hatchery was imperative and necessary to take care of the demand in Tennessee and to some extent in western North Carolina.

We have one hatchery at Erwin, Tenn., where the capacity is limited, and it is not sufficient at all to take care of the need. So the State game and fish people and the good people at the Interior Department have, since that time, been looking around for the best possible site to locate a hatchery. The need for it has been recognized by the Fisheries and Wildlife section of the Interior Department and by the Secretary of the Interior and by others there, and Mr. Tunison has been closely associated with the need and with the search for a location for a hatchery.

It is my understanding, and, Mr. Tunison, if you will speak on this subject and enlarge on my remarks, I would appreciate it, that they have found an ideal location at Dale Hollow Reservoir for the construction of a new hatchery but they did not make the decision in time to get it formally submitted to the Bureau of the Budget, or anyway the decision was just recently made, and it is not in the budget request as it came up.

The first phase would be $195,000. And then I also understand that an appropriation of $59,000 for the establishment of a fish management team to work in connection with the hatchery is necessary.

We are very anxious that this be included in the appropriation, and I have a brief statement in more detail which I would like to make a part of the record at this point, if I may.

Senator BYRD. It may be placed in the record.

(The statement referred to follows:)

DALE HOLLOW DAM, TENN., NATIONAL FISH HATCHERY

Within the Appalachian Range a preponderance of the acreage is in Federal ownership. The northern terminus is comprised of the Unaka, Nolichucky, and Wautauga districts of the Cherokee National Forest and in the southern portion are the Tellico, Ocoee and Hiwassee districts. Midway along the boundary, and straddling the North Carolina-Tennessee line, the Great Smoky Mountains National Park divides the holdings of the Forest Service. For all practical purposes the entire eastern area of Tennessee is now owned and administered by the Federal Government, and the total acreage in such ownership is well over a million acres. Add to this the network of 12 tributary storage reservoirs owned or operated by the Tennessee Valley Authority in the eastern area and it becomes obvious that any consideration of fisheries management problems be viewed from the standpoint of all the governmental agencies involved. Also, in north central Tennessee some dams have been constructed by the Corps of Engineers. The waters below Dale Hollow and Center Hill Dams are suitable for trout. It appears that the reservoirs created by these dams provide suitable habitat for cold-water fishes.

The cold water discharged from the deep, stratified, tributary stream reservoirs in the TVA system has provided high-quality trout fishing for several years. Presently, the rivers below Norris, Wilbur, South Holston, Chilhowee, and Appalachia Dams contain good fishable trout populations from fingerling stocking. However, new research findings just completed on the Clinch River strongly indicate that the stocking of larger trout at more frequent intervals will more than triple the catch by providing a more stable year-round fishery.

According to present management studies, by 1965 there will be a requirement for approximately 1 million more trout for the stocking of waters in the State of Tennessee than present facilities, both State and Federal, will be capable of producing. Since additional trout are needed for the stocking of waters on land under Federal control, the Tennessee Game and Fish Commission feels that a new national fish hatchery should be constructed in Tennessee.

During the calendar year of 1961, the Bureau of Sport Fisheries and Wildlife working with the Tennessee Game and Fish Commission, the TVA and the Corps of Engineers, looked at 77 potential hatchery sites. The most suitable site is below Dale Hollow Dam, a Corps of Engineers project. There are pipelines through this dam which would permit a gravity water supply of approximately 5,000 gallons per minute of a temperature range from about 48° to a maximum of 61°, with the general maximum being about 57°. About a half mile below the dam there are 65 acres of land upon which a large trout hatchery could be constructed. This land is owned by the Corps of Engineers. The Corps is willing to make the land available to this Bureau for the construction of a trout hatchery.

With the 5,000 gallons of gravity water and the funds enumerated below, a trout hatchery could be constructed that would produce 100,000 pounds or more of trout annually, at an operating cost of $125,000 per year. Should it be determined at some subsequent date that there was need to enlarge this

hatchery, there is space in the dam whereby a booster pump could be installed that would double the hatchery water supply (10,000 g.p.m.).

Funds needed for the program

First phase:	
Acquire water and land rights, use agreements, preliminary engineering	$20,000
Water supply and drainage lines including intake and control structures	160,000
Entrance road	15,000
Total	195,000
Second phase:	
Concrete raceways with individual water supply and drainage features	117,000
Combination hatchery building, including hatching room, fish food cold-storage and preparation rooms, laboratory, display facilities, storage, shop, and office	155,000
One residence with garage	20,000
Domestic water supply and sewage facilities	18,000
Equipment (fish-cultural and maintenance)	15,000
Total	325,000
Third phase:	
Concrete raceways with individual water supply and drainage features	187,000
Garage and storage buildings (2)	35,000
Residence with garage	20,000
Rehabilitate present buildings	12,500
Driveways, fencing, landscaping, floodlights, air and electric outlets at raceways, and utilities	50,500
Equipment (fish-cultural and maintenance)	25,000
Total	280,000
Total estimated cost of the program	800,000

DEPARTMENT SEARCH FOR HATCHERY SITES

Senator KEFAUVER. I would appreciate it, Mr. Tunison, if you would have something to say about that.

Mr. TUNISON. I would be glad to, Senator Kefauver.

Following our meeting last April in the Interior Department, we spent months looking at sites in eastern Tennessee. We have tried to keep your office informed on the status of those inspections.

Last spring you and Senator Gore and Congressman Baker met with Secretary Udall and Assistant Secretary Briggs and brought up this matter. From that time on, we spent months in looking at sites in eastern Tennessee.

FAVORABLE ASPECTS OF DALE HOLLOW

It was not until January, after looking at some 77 sites, that we finally decided on Dale Hollow. We feel that this is the best site in the eastern part of Tennessee, and I might say that I had the pleasure of looking at that on the ground in the middle of January while I was down that way.

I think it will serve the purpose well. It happens to be a Corps of Engineers project and not only the local manager but other corps people are heartily in favor of having a hatchery below the dam.

There is a pipe through the dam to which we can attach and get our water supply. There is land available. I think that it will be a very good hatchery site. There is no money in the budget as you mentioned, Senator.

In the case of the management project, we too would favor that. This subject, gentleman, has been discussed in this committee before. We now put out right close to 3 million pounds of fish annually; and as you also know, it costs money to raise those fish. We do not like to see those fish stocked and wasted. It would be our purpose, wherever it is possible to have management people check the waters to determine if the fish are needed, and if needed that the waters will be stocked properly, so that we will get the greatest returns possible. For that reason we would favor a management project in connection with this hatchery.

Senator KEFAUVER. Do I have the amount right? One hundred ninety-five thousand dollars would be what would be needed in the next fiscal year?

Mr. TUNISON. That would be required to initiate the construction of that hatchery, yes, sir.

Senator KEFAUVER. And the Erwin Hatchery capacity is at a peak now, and there is a great need for another hatchery in that area?

Mr. TUNISON. That is correct, Senator. I think that we have developed Erwin to the maximum. It is a matter of the water supply. I think that when it is completed, with the money we have this year, we will have reached that peak.

Senator KEFAUVER. And there is a need for that whole area?

Mr. TUNISON. Very definitely, Senator. There is no question. Forrest Durand, the Tennessee director of fish and game, has written to us many times on the additional need.

Senator KEFAUVER. Thank you very much.

Would you, Mr. Tunison, place in the record a concise statement with reference to the Dale Hollow Hatchery and the fish management team, including the funds that would be required in this next fiscal year?

Mr. TUNISON. We will be glad to, Senator.

(The material referred to follows:)

FISHERY MANAGEMENT PROJECT IN EASTERN TENNESSEE

A project to cost $59,000, is needed to provide a fishery management team in eastern Tennessee. The project would:

(*a*) Provide technical guidance in the stocking of fish produced at the Erwin and Dale Hollow National Fish Hatcheries.

The Bureau of Sport Fisheries and Wildlife produces trout at its hatchery at Erwin, Tenn., for stocking in the public waters of that State. A second large trout hatchery has been authorized for Tennessee and will be constructed at Dale Hollow Dam. This will serve the tailwaters below dams created by the Tennessee Valley Authority and the Corps of Engineers. Efficient operation of these hatcheries requires attention to fish stocking requirements including the kind of trout, the number and size of fish required, and the season when they can contribute the most to sport fishing. Distribution of trout in this area presents special problems because of the distances involved and the location of the waters.

Interest in trout fishing in eastern Tennessee is growing rapidly. Tennessee ranks fifth in number of nonresident fishing licenses sold, and wishes to maintain this position.

(*b*) Provide a means of cooperation with the Tennessee Game and Fish Commission in sport fishery programs.

The director of the Tennessee Game and Fish Commission has strongly endorsed the proposed management project. Biologists of the State and Federal agencies will work closely in examining waters below the large Government dams and in certain of the reservoirs to determine suitability for trout, to formulate realistic trout stocking schedules, and to learn the contribution the fish hatchery fish make to public fishing and fish restoration programs. Joint surveys of waters in Cherokee National Forest are needed to meet the greatly expanded requirements for recreational fishing in those waters.

(c) Conduct fishery surveys and provide technical assistance to the Superintendent, Great Smoky Mountains National Park: The Bureau has a responsibility to provide technical assistance to the National Park Service in the management of the important trout fishery at Great Smoky Mountains National Park. Conditions in the park streams, the fish populations they contain, and the extent of public use change from year to year. Valuable information gathered by an earlier fishery research project must be kept up to date. The new project will determine the annual requirements for hatchery fish, conduct creel and angler censuses on important streams, and provide current information on the status of fish populations in park streams. The restoration of native fish species is indicated in several watersheds by the National Park Service.

The funds indicated, $59,000, would provide the salaries of three fishery biologists on a permanent basis, temporary fishery aids to assist in the program during the summer season, the necessary clerical assistance, costs of travel, transportation, and equipment. Principal headquarters would be at Knoxville.

BOWDEN AND LEETOWN, W. VA., HATCHERIES

Senator KEFAUVER. Thank you, Mr. Chairman.

Chairman HAYDEN. Questions have been raised regarding needs at the Bowden and Leetown, W. Va., Fish Hatcheries. Can you tell the committee what facilities are desirable at these places and the estimated costs of them?

Mr. TUNISON. May I take the Bowden Hatchery first? That is a relatively new hatchery. We thought, actually, that we had it completed and, I believe, 2 years ago we had a rather serious flood there, and it was necessary to construct a dike to prevent that flooding. Congress provided $70,000 last year for that.

There is yet need for some $62,000 to complete a dirt pond, in conjunction with this flood dike. That would complete that.

Chairman HAYDEN. Senator Byrd, would you want to ask some questions about this?

Senator BYRD. I would just like for Mr. Tunison to continue to elaborate on the requirements for the Bowden Hatchery and the Leetown Hatchery, and I would also like to insert in the record a letter which I have written to the distinguished chairman with reference to these two items.

Chairman HAYDEN. That may be done.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
February 28, 1962.

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: Inasmuch as I am having some floods in southern West Virginia, I anticipate leaving by automobile, since flying weather is bad, and hope to visit the flooded area. I hope to be back in time to attend the hearings on Friday morning. However, should it be impossible for me to get back to Washington for the Friday morning hearings, I would like very much to make the following observations for your consideration and that of the committee.

I am informed that $62,000 is needed for the new national fish hatchery at Bowden, W. Va., and that $148,000 is needed for expansion of the national fish hatchery at Leetown, W. Va. Neither of these is budgeted in fiscal year 1963.

With reference to the Bowden hatchery, $47,000 is needed to complete the earthen ponds, service roads, and landscaping, and for fencing and drainage ditches. The sum of $15,000 is needed for equipment (fish-cultural and maintenance).

In regard to the Leetown hatchery, $30,000 is needed for the channel (flood bypass). The sum of $70,000 is needed to construct three earthen raceways and to provide a pipeline bypass for water used for experimental work in the hatchery, to be returned to the drainage channel below earthen raceways. The sum of $6,000 would be needed for equipment, $30,000 would be needed for screen trout raceways, and $12,000 would be needed for a storage building.

I shall attempt to include these items in the appropriation bill for the Department of Interior and related agencies, so I wanted you to know of my interest in the foregoing matters.

With highest personal esteem,

Sincerely yours,

ROBERT C. BYRD, *U.S. Senator.*

BOWDEN HATCHERY

Mr. TUNISON. Yes, Senator Byrd.

Again, it was my pleasure to be at Bowden last October, and I am convinced in my own mind of the wisdom, when funds are available, of making that additional dirt pond there at Bowden.

In addition to that, there certainly is need for landscaping. If you have been in there recently, I think you will agree with me. It does need to be improved in that respect as far as the public is concerned.

Senator BYRD. Is it not true also that about $15,000 is needed for equipment and maintenance?

Mr. TUNISON. That is right.

Senator BYRD. And that there is some need for service roads and for fencing and drainage ditches at Bowden.

Mr. TUNISON. That would be included in the $62,000, Senator. Does that answer your question?

Senator BYRD. Yes, indeed. Thank you.

LEETOWN HATCHERY

Mr. TUNISON. In the case of Leetown, that is one of our more important fish hatcheries and laboratories here in the eastern part of the the country. It is a combination station. Fish are produced there in the normal manner of fish production and are distributed throughout parts of Virginia, West Virginia, and the Maryland area.

In addition, we have centered at Leetown our eastern fish disease laboratory. We have one on the east coast and one on the west coast.

This laboratory has been in operation now since the thirties and we rely very heavily upon it for research in order to control diseases of fish in hatcheries and actually things that they learn can be applied at times to wild fish. In addition to that, they also carry on a training school for fish culturists in training men to detect diseases and apply control measures. These trainees after they are there for a year are transferred to various hatcheries throughout the country. It is not local. It is a national program. They go from one coast to the other.

In the case of the needs of Leetown we have made some recent improvements. There yet remains to be done some work on the flood channel involved, some additional raceways, and, particularly because

it is a research station, we are desirous of screening certain of those raceways. You may think it is odd. Here in our own Bureau we have parts of our activities greatly concerned with the preservation of birds. Well, we like the birds, too, but we don't want them eating up our fish; so we feel it advisable to screen raceways. There is need for some equipment and a storage building.

TOTAL COST OF WEST VIRGINIA WORK

The total of those items, in response to your question, would be $148,000.

Senator BYRD. And neither of the two items is budgeted in fiscal year 1963?

Mr. TUNISON. No, Senator.

Senator BYRD. Do you think it imperative that adequate moneys for both items be appropriated in this fiscal year?

Mr. TUNISON. Those items are well justified, and certainly the expenditure of those funds would greatly help those projects.

Senator BYRD. Were the requests for the two items included in your agency's request to the Bureau of the Budget? Were these items included?

Mr. TUNISON. Frankly, Senator, I can't remember. I should think so in the case of Bowden, because it would be a continuation from what we received in 1962. I can't honestly say in the case of Leetown. We can supply that for the record, if you wish.

Senator BYRD. Thank you very much, Mr. Tunison.

Thank you, Mr. Chairman.

(The information referred to follows:)

Budget estimate sent to the Bureau of the Budget for fiscal year 1963 did not include funds under the construction appropriation for the Bowden or Leetown, W. Va., national fish hatcheries.

QUILCENE NATIONAL FISH HATCHERY

Chairman HAYDEN. I have a letter from Senators Magnuson and Jackson in regard to the Quilcene National Fish Hatchery and their contributions to the trout and salmon situation.

Funds needed for the program include, in the first phase, a hatchery building, $73,000; two residences with single garages, replacements, $40,000; domestic water supply and sewage facilities, $14,000; and equipment, $5,000, for a total of $132,000. Then they go on in the second phase to include rearing ponds, oil and paint building, landscaping grounds, road surfacing and equipment, totaling $115,000, or a total of project funds needed of $247,000. What do you know about that project?

Mr. TUNISON. Quilcene is one of our older stations, dating back, I am sure, into the "teens" sometime—I don't quite recall the date. It has undergone rehabilitation at several different times. The last time, I believe, it was somewhere along in the middle forties, or something like that.

There is heavy demand for trout for stocking the national forest and park areas there. In the case of salmon, I think that we have made a great record at that station. I believe it can be accepted that that hatchery is responsible for establishing the run of chum salmon

in the Hood Canal. We also propagate silver salmon and steelhead.

So as far as the needs are concerned, they are justified, Mr. Chairman.

Chairman HAYDEN. I will place the letter in the record, and if there are any further justification needs, you can place them in.

Mr. TUNISON. We will be glad to.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., March 2, 1962.

Senator CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Washington, D.C.

DEAR CARL: We would like to bring to your attention the need for additional facilities for expanding and modernizing fish-cultural operations at the Quilcene, Wash., national fish hatchery.

The Quilcene national fish hatchery is a combination trout and salmon station. Fish produced contribute to the sport fishery in the State and also to the perpetuation of salmon runs in streams of the area. Trout are stocked in waters on lands under Federal jurisdiction, principally to the Olympic and Mount Rainier National Parks, while the salmon provide both commercial and sport fishing.

Average annual production of the Quilcene hatchery is about 56,000 pounds, salmon and trout. Present facilities do not permit either adequate handling of the salmon run or propagation of sufficient trout to meet stocking requirements.

A development program is outlined below which will provide optimum facilities for operations at this station. Modern rearing ponds are needed. An additional hatchery building is required for production and to conduct studies of both trout and salmon in cooperation with the Bureau of Sport Fisheries and Wildlife's research laboratory in Seattle.

Funds needed for the program

1st phase:	
Hatchery building, additional	$73,000
2 residences with single garages (replacements)	40,000
Domestic water supply and sewage facilities	14,000
Equipment	5,000
Total	132,000
2d phase:	
Rearing ponds	85,000
Oil and paint building	4,000
Landscaping grounds	10,000
Road surfacing	11,000
Equipment	5,000
Total	115,000
Total funds needed	247,000

With these additional facilities and adequate operating funds, annual production will be approximately 100,000 pounds of salmon and trout.

Approval of the Appropriations Committee on this project would provide Quilcene with the tools to improve its important role of helping to maintain the sports fishery and salmon runs so essential to the recreation and economy of the Northwest.

Sincerely yours,

WARREN G. MAGNUSON.
HENRY M. JACKSON.

MARION, ALA., NATIONAL FISH HATCHERY

Chairman HAYDEN. Senator Hill has written me a letter with regard to modernization of the Marion national fish hatchery in Alabama. I will insert his letter and the enclosure thereto in the record.

This correspondence indicates that the improvements will require a total of $895,000 and that the first year need is $280,000.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C., February 21, 1962.

Re need for funds for modernization of the Marion, Ala., national fish hatchery, Department of Interior appropriation bill.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR HAYDEN: The Marion, Ala., national fish hatchery was constructed more than 25 years ago, and the facilities are badly in need of improvement and modernization to meet the increased demand for warm-water fish and because of new developments in fish culture methods, as well as the deterioration of subsubstandard installations, such as water supply and drain lines, pond embankments, and other essential facilities.

I was very disappointed to learn that the administration's budget for the fiscal year 1963 contains no request for funds for needed improvement of the Marion fish hatchery.

Last fall I requested and obtained from the Director of the Bureau of Sport Fisheries and Wildlife the enclosed report regarding a consolidated program for improvement and modernization of the Marion fish hatchery. The report includes needed items for research, as well as fish production, and I shall appreciate your including it in the record of the hearings on the Interior appropriation bill, together with my letter in support of funds to accomplish the work.

Let me strongly urge approval of the funds needed to carry out the Marion Fish Hatchery modernization program. This would enable the hatchery to meet its responsibilities of furnishing fish to its distribution territory in Alabama, Georgia, and Florida (it also serves as an emergency supply for hatcheries in Mississippi and other Southeastern States); to more effectively fulfill its functions as an inservice training school for warm water fish culturists; and in the field of warm water fish culture research under the direction of the Southeastern Fish Cultural Research Laboratory, which was established at the Marion Hatchery in 1959. This research facility is the only Federal research station of its kind in the United States and its work is of benefit not only to State and Federal hatcheries, but also to commercial and private fish culturists.

I shall be grateful to you and the members of the subcommittee for your earnest consideration in the above.

With kindest regards, I am,

Very sincerely,

LISTER HILL.

MARION, ALABAMA NATIONAL FISH HATCHERY AND SOUTHEASTERN FISH-CULTURAL RESEARCH LABORATORY

Program for the improvement and modernization of the station.

Funds needed for the program

1st phase:	
Laboratory and office building, including wet lab and constant temperature room	$165,000
Construct 30 1/10-acre earthen production ponds by dividing ponds Nos. 22–26, install water supply and drainage facilities	85,000
Road, grading, installing culverts, and resurfacing	30,000
Total	280,000
2d phase:	
Construct experimental earthen ponds (50 1/10-acre, 20 1/4-acre, and 10 1/2-acre ponds) install water supply and drainage facilities	200,000
Divide and rebuild ponds Nos. 27, 30–34, with a surface area of 11 acres and install water supply and drainage facilities	55,000
Water supply for research laboratory and research ponds (well and pump)	24,000
Total	279,000
3d Phase:	
Divide and rebuild ponds Nos. 28, 29, F, L, M, N, O, and P with a surface area of 35 acres and install water supply and drainage facilities	165,000
Garage, shop, storage building for laboratory	20,000
Water supply for rebuilt production ponds and domestic use	34,000
Fertilizer, dry feed, and chemical storage building	12,000
2 duplex apartments for trainees	60,000
Raceways, 400 linear feet of double raceways, 8 feet wide and 3 feet deep	25,000
Laboratory and fish cultural equipment	20,000
Total	336,000
Total estimated cost of the program	895,000

JUSTIFICATION

Construction of the Marion Station was accomplished more than 25 years ago. While adequate at the start, facilities have become badly outmoded because of the increased need for specific species, sizes, and numbers of warm-water fishes, changes in the program of the station, new developments in fish cultural methods, and deterioration of substandard pond installations such as water supply and drain lines, embankments, and other essential facilities.

Since the Marion Hatchery was built, the needs for fingerling fish to stock both existing and newly created waters have increased manyfold. Not only does the station furnish the necessary fish for an assigned distribution territory in Alabama, Georgia, and Florida, but it also serves as an emergency supply for hatcheries in Mississippi and other Southeastern States. Three species of fish in addition to largemouth bass and bluegills are being supplied to applicants at the present time. Since the pond system was built, extensive cultural methods in large ponds have been replaced by intensive methods in smaller, more manageable units.

In addition to the production program for which the hatchery was originally designed, two more functions have been located at Marion during recent years. In 1951, an inservice training school for warm-water fish-culturists was established at the station. This is the only school of its type in the United States. The obsolete, substandard production facilities greatly hamper efforts to demonstrate modern fish cultural practices and techniques which is a major objective of the training center.

A third activity, warm-water fish cultural research, was initiated at Marion in 1959. In cooperation with the Branch of Fishery Research, the Southeastern Fish Cultural Research Laboratory has been established at the Marion Hatchery to conduct needed research on problems related to warm-water fish culture. While the results of this work will primarily benefit hatcheries, both commercial and private fish culturists will obtain information that should enable them to conduct a more profitable enterprise.

The renovation of the remaining obsolete ponds of the Marion Hatchery, along with the addition of 80 small earthen ponds, should satisfy the present needs for fish production units, training uses and pond space for essential warm-water fish cultural research. The multiple program being carried on at Marion makes the hatchery the center of interest for warm-water fish culture in the United States. Until the station is completely modernized, this major phase of our fish conservation effort will not be able to make the contribution it should to the important warm-water sport fishery it services.

MARION, ALA., FISH HATCHERY

Chairman HAYDEN. Do you have any information you can give the committee about this?

Mr. TUNISON. This, Mr. Chairman, is something like the Leetown station. It is actually the major station in the Southeast. It is a combination production hatchery and research station and training station, very similar to Leetown; only in this case the work is done on warm water fish. And in the area of research and training, I have to confess that we have not given the attention to warm water species of fish as compared to trout and salmon, over, say, the last 30 or 40 years. The research work was only recently initiated at Marion. And as Senator Hill has written to you, we do feel that there is work which will justify expansion of the Marion station.

ERWIN FISHERY

Senator KEFAUVER. Mr. Chairman, since you have finished that, Mr. Tunison, you said you were doing some more work, finishing-up work, at the Erwin Fishery. Did I understand that?

Mr. TUNISON. Money was appropriated in 1962, the contract will be let this spring, and when that is completed I am reasonably sure we will have reached maximum production.

Senator KEFAUVER. Are there any additional funds required to carry out that contract?

Mr. TUNISON. No, Senator, not as far as we now know.

Senator KEFAUVER. And how about the maintenance? Is that out of general funds?

Mr. TUNISON. That is out of our regular budget, and at the present time we feel those are adequate.

Senator KEFAUVER. Very well.

FISH HATCHERIES IN MISSISSIPPI

Chairman HAYDEN. I have a letter from Senator Stennis. He asks that I ask you the following questions:

How many national fish hatcheries do you have in Mississippi?

Mr. TUNISON. There are three, Mr. Chairman.

Chairman HAYDEN. Where are they located?

Mr. TUNISON. Tupelo, Meridian, and Lyman.

Chairman HAYDEN. Is the Lyman Hatchery fully developed?

Mr. TUNISON. No, sir, Mr. Chairman. It isn't. It is near Gulfport, and we have suffered the effects of several hurricanes there, and unfortunately we have not had the funds to put the station where it does belong. We have not completed it.

Chairman HAYDEN. How much money will be needed to take care of this program?

Mr. TUNISON. $192,000 will be required to complete that.

Chairman HAYDEN. Are there any State fish hatcheries in Mississippi?

Mr. TUNISON. No, sir, Mr. Chairman, there are no State hatcheries in Mississippi.

Chairman HAYDEN. Are there State fishery authorities that you work with?

Mr. TUNISON. Yes, there are, and we have fine cooperation with the State people there. Actually, they cooperate with us at all three of these hatcheries in distributing these fish. We carry on some distribution, but we rely in large part on the help from the State people.

FISH MANAGEMENT FOR MISSISSIPPI

Chairman HAYDEN. The Senator has some suggested questions on fishery management for Mississippi.

Would this project be carried out in cooperation with the Mississippi Game and Fish Commission?

Mr. TUNISON. If such a project were established, very definitely it would, yes.

Chairman HAYDEN. Would the project result in savings in fish produced at the national fish hatcheries?

Mr. TUNISON. We feel it would. Unquestionably, and I hate to admit it, we feel at times we do waste fish. If the waters could be examined before the fish are stocked, then I am sure that the salary of a biologist would more than be offset by the savings.

Chairman HAYDEN. How will it contribute to better fishing?

Mr. TUNISON. By stocking the proper species and amount of fish in the various waters.

NEEDS OF OTHER STATES

Chairman HAYDEN. In what other States are similar projects needed?

Mr. TUNISON. Projects of the nature to which you refer are needed in Montana, Ohio, West Virginia, either Texas or Oklahoma, and in Mississippi.

Senator MUNDT. Will you explain what there is about those States that make them different from other States.

Mr. TUNISON. I choose those because they are hot spots in our regions.

Senator MUNDT. Meaning what?

Mr. TUNISON. In the Montana area, because of the Ennis Hatchery there, with the Madison River, we feel that we should have closer biological attention to the stocking of those fish in that general area.

In the case of Ohio, we of course have the farm pond program throughout that whole general area.

In West Virginia, as Senator Byrd I am sure would agree, at Bowden, in the national forest area there, we feel if we had a biologist

to check first and then followup on these stockings, we would have better return from the hatchery fish.

Senator MUNDT. In a State like Ohio, do you have a Federal hatchery that provides pan fish for stock ponds on farms?

Mr. TUNISON. Yes, indeed.

Senator MUNDT. With bass?

Mr. TUNISON. Bass, bluegills, and walleyes at Hebron, Ohio, and Senecaville. We have two hatcheries in Ohio. In the case of South Dakota, you may be wondering. We do have a project, as you know, in South Dakota, McNenny. We work very closely with the State people in the stocking out of McNenny.

RESTRICTIONS ON STOCKING FARM PONDS

Senator MUNDT. What restrictions or requirements do you place on stocking a farm pond with Federal fish?

Mr. TUNISON. Normally we would hesitate to stock anything less than one-half acre. There are exceptions, but normally they must be at least one-half acre in size. Depending on the latitude of the country, they have to have certain depths. They must be deeper in the northern part of the country so that they don't freeze out. In other words, they must go down to 8 feet in certain areas. They must have continuous water. In other words, if they habitually go dry year after year, there is no point in stocking fish.

Senator MUNDT. They have to be made available for public fishing?

Mr. TUNISON. Yes, they do, sir.

SOURCE OF FISH FOR SOUTH DAKOTA LAKES

Senator MUNDT. Where do you get the fish, if you stock any, in the lake region of South Dakota, which roughly dips in 100 miles from the Minnesota line and 100 miles down from the North Dakota line, but is 400 miles away from McNenny.

Mr. TUNISON. For that type of stocking, they would come from Yankton and before we had Yankton they were transported from New London, Minn.

Senator MUNDT. Right. What types of fish are you producing at Yankton?

Mr. TUNISON. They are the warm-water species, bass and bluegills and walleye pike. The walleyes we wouldn't use in farm ponds, of course, and catfish.

Senator MUNDT. How about perch?

Mr. TUNISON. No.

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PERCH MANAGEMENT

Senator MUNDT. Do you raise any perch any place?

Mr. TUNISON. No, only by mistake.

Senator MUNDT. What have you got against perch. I used to make a living catching perch.

Mr. TUNISON. Certainly in farm ponds, they would very quickly overpopulate the pond, and you would have a stunted population. In the Adirondacks we don't want to see perch. They cause us trouble in the lakes up there.

Now, I will go along with you that there are wonderful places for perch fishing. They will grow to wonderful size, and they make good

ice fishing. Under those conditions, yes, I am for perch in the right places. But we don't rear them.

Senator MUNDT. No place in the Federal Government?

Mr. TUNISON. No, sir. Only by mistake.

Senator MUNDT. How about sauger?

Mr. TUNISON. I don't think we do. Normally we have difficulty in obtaining those eggs. The States are very jealous with some of their species and it is only in cooperation with the local State that we are able to participate in, say, walleyes. We do have that cooperation in South Dakota.

ROAD FROM BRIGHAM CITY TO BEAR RIVER BIRD REFUGE

Chairman HAYDEN. Will you please tell the committee about the road from Brigham City, Utah, to the Bear River Bird Refuge, about which Senator Bennett testified this morning? How much of the road is within the refuge? And how much will it cost to improve the road as proposed by the county commissioners? I understand that the county is willing to supply labor and equipment if the United States will provide the necessary materials; am I correct?

Mr. PARKER. The Bear River refuge is located on the edge of Great Salt Lake, 14 miles from the town of Brigham City. The county road is the only access that we have to the refuge. There is about a half a mile of it that is within the refuge itself, and there are around 11½ miles of it outside that are in poor shape, as was testified to this morning.

Chairman HAYDEN. Do you have authority to spend funds to improve a road outside the boundaries of the Bear River Migratory Bird Refuge?

FUNDS FOR BEAR RIVER REFUGE

Mr. PARKER. We don't have any specific authority currently to build or improve the roads outside the refuge.

Chairman HAYDEN. If we included that authority in this bill, it would be all right?

Mr. PARKER. As far as I understand that would adequately take care of it, if the committee recognized that.

Chairman HAYDEN. Now what is the estimated cost that you have on this?

Mr. PARKER. The figures that have been developed with the county would run to $105,000. This would include widening the road to 24 feet, graveling it, putting a 3-inch black-top surface on it, and straightening a very sharp curve in the road where it crosses one of the drains.

Chairman HAYDEN. Does this include the bridge?

Mr. PARKER. It includes the bridge; $105,000 would include all of it.

MIGRATORY FISH

Chairman HAYDEN. Would you please inform the committee of the status of your activities under Public Law 86–359 with regard to research in migratory marine species of game fish? What do you plan under this authority for the coming fiscal year?

Mr. TUNISON. Mr. Chairman, that program was initiated 2 years ago with funds appropriated by Congress, and we established our

main laboratory at Sandy Hook, N.J. With those funds and from that laboratory, we established a field station at Tiburon Naval Base in California. The Navy was glad to provide us quarters there.

We are asking for an increase of $75,000 this year to increase the work on the west coast.

Chairman HAYDEN. What fish are migratory?

Mr. TUNISON. These are all salt water fish, and I would guess that when that language was developed in the bill the word "migratory" was put in to recognize that fish would migrate past the coastlines of various States.

ALCHESAY FISH HATCHERY

Chairman HAYDEN. In this budget there is $100,000 for continuation of work on the Alchesay fish hatchery. Will this amount complete the hatchery?

Mr. TUNISON. No, Mr. Chairman, it will not.

Chairman HAYDEN. If not, how much more will be required and could you economically use that amount in fiscal year 1963?

Mr. TUNISON. It will require $93,000 to complete that hatchery, Mr. Chairman, and we could utilize it in 1963. That will complete the hatchery.

Chairman HAYDEN. Is there a demand for the product of the hatchery that will justify it?

Mr. TUNISON. There is no question on that, Mr. Chairman.

MOURNING DOVE PROGRAM

Chairman HAYDEN. I have received communications regarding a national mourning dove program. Are you familiar with this? If so, do you agree with the need for $256,000 for research and management under the program?

Mr. PARKER. Some year and a half ago, the International Association of Game, Fish, and Conservation Commissioners set up a committee to develop a continuation of a program that had been underway for dove research. There has been, in 1962, some $30,000 that was already appropriated.

I am sorry; in 1962 we received a $26,000 increase to implement this expanded program, and the total, as developed, was $225,000 for the total program.

Chairman HAYDEN. And what is left to be done now?

Mr. PARKER. Well, it would be a continuing research program in cooperation with the State fish and game departments, wherein we are trying to develop methods of better managing doves. This would embrace inventories to determine the current status of the birds.

It would embrace research on methods of improving habitat to increase dove production, and any other aspects of dove management.

Chairman HAYDEN. Do you have funds enough to do that now?

Mr. PARKER. We have a total of $56,000 currently. The program as developed envisioned a yearly budget of $225,000. So we are still quite a way off from what we ultimately would need to carry the program on.

Chairman HAYDEN. How much is the program in this year's budget?

Mr. PARKER. There is a total of $56,000 this year, and, as I say, this is a part of the ultimate program that should be developed.

WHITE WING DOVE

Chairman HAYDEN. There is a dove that comes up from Mexico.

Mr. PARKER. The white wing?

Chairman HAYDEN. The white wing. It arrives about the time the cactus fruit gets ripe. It remains in the Arizona area for a time and then goes back.

Now, where do they go to?

Mr. PARKER. They go into Mexico. They breed in Arizona on up into the southern part of Nevada. We have a separate population in Texas that breeds along the lower Rio Grande Valley. They summer there and winter in old Mexico.

Chairman HAYDEN. How far down?

Mr. PARKER. We have not done enough research on the white wing to know how far down it does go. That would be some of the work that would be contemplated under this type of program.

Chairman HAYDEN. They are a little bit larger than the ordinary dove?

Mr. PARKER. Yes.

Senator MUNDT. Have you any treaty arrangements with Mexico that protect them?

Mr. PARKER. Yes; they are included in the migratory bird treaty with Mexico.

ENNIS NATIONAL FISH HATCHERY

Chairman HAYDEN. I have a letter from Senators Mansfield and Metcalf which I shall insert in the record with regard to modernization of the Ennis National Fish Hatchery, Montana.

Last year Congress appropriated $151,000 for this purpose.

This was only the amount necessary for the first phase of the work. How much is required to complete the improvements?

Mr. TUNISON. Mr. Chairman, it is true there was $151,000 appropriated last year for expansion. The next phase in the construction program would amount to $89,000 and the third phase, the third and final phase, would be $113,000.

ALEUTIAN ISLANDS NATIONAL WILDLIFE REFUGE

Chairman HAYDEN. In connection with your request for funds for the development and improvement of wildlife refuges, you have indicated that $206,000 is needed at the Aleutian Islands National Wildlife Refuge. Does this particular refuge have any connection with the Arctic and Izembek ranges for which funds were refused last year?

Mr. PARKER. No. This relates only to the Aleutian refuge, which is far to the west.

HAGERMAN STATION, IDAHO

Senator DWORSHAK. I have just two or three questions. I would like to get some information concerning the budget funds requested for Hagerman station. This is the only Federal hatchery in Idaho, serving not only our State but northern Nevada also.

I understand the demand is very great, and there is a possibility of installing more rearing ponds. Will someone tell us about that?

Mr. TUNISON. In our budget for 1963, there is only a minor increase shown for operations. It is a part of the $75,000 we are asking for maintenance. There are no construction funds in 1963 for Hagerman.

Senator DWORSHAK. Does the Agency know of any real demand for additional rearing ponds there?

Mr. TUNISON. We have heard of that; yes, sir.

Additional trout could be used in that area. It is a wide distribution area, as you know.

Senator DWORSHAK. It has been operating at full capacity; has it not?

Mr. TUNISON. It has. And we have not been able to satisfy the requirements for that area.

Senator DWORSHAK. How much money would be required in the next year to take care of this extension?

Mr. TUNISON. A project of that nature could start with $160,000 for raceways.

Senator DWORSHAK. And how much of an increase would that mean in the current output?

Mr. TUNISON. That would be the first phase. The second phase would require $147,000 and that would complete it, and with that we should have an increase of about 100,000 pounds of fish.

Senator DWORSHAK. What is the output now?

Mr. TUNISON. Currently it is about 170,000 pounds.

Senator DWORSHAK. Would not this first installment of $160,000 accomplish part of the program? Or do you have to have both segments?

Mr. TUNISON. We would almost have to have both.

Senator DWORSHAK. That would increase the capacity from about 170,000 to 270,000?

Mr. TUNISON. Yes.

Senator DWORSHAK. You have not requested funds for that?

Mr. TUNISON. No, sir, we have not, Senator.

RESEARCH ON TROUT LIVER CANCER

Senator DWORSHAK. Another question. I recall a year ago that, in some of the Western States, trout liver cancer developed in both Federal and private hatcheries, and some money was provided, quite a limited amount, as I recall, for pathology research.

What has been accomplished? You are asking for what, $75,000?

Mr. TUNISON. $75,000 increase for 1963. We are asking for that, Senator.

Senator DWORSHAK. Have you accomplished anything so far or found out the cause of that disease?

Mr. TUNISON. Unfortunately, we have not found out the cause. Let me assure you that we have found out a number of things about the disease. Actually, we have found some elements, chemicals, that will actually cause it. But in trying to pin down our present problem, unfortunately, we have not solved that yet.

Senator DWORSHAK. Is the trouble as prevalent now as it was a year ago?

Mr. TUNISON. I do not believe so. We have not had the reports that we did a year ago.

Senator DWORSHAK. It caused a lot of disruption, particularly in private hatcheries, as I recall.

Mr. TUNISON. That is correct.

Senator DWORSHAK. Some of them were completely put out of business, at least temporarily.

Mr. TUNISON. That is right, Senator.

Senator DWORSHAK. So you think with this money you can really do a job in the next fiscal year.

Mr. TUNISON. We think so; yes, sir.

BETTER FISHING RESEARCH

Senator DWORSHAK. I noticed another item that you had on better fishing. You had an item for $20,000 as I recall. What does that encompass?

Mr. TUNISON. That is a part of the item on extension and training. It appears on page 18, Senator.

Senator DWORSHAK. In these justifications, it is on page 20. "Better Fishing From Hatchery Fish."

Mr. TUNISON. That is right.

Senator DWORSHAK. Is that a practical program?

Mr. TUNISON. Yes, indeed, it is, Senator. And it is to that program that I referred in talking to the chairman on various parts of the country, including Mississippi. It is indeed a very practical program.

Senator DWORSHAK. Can you accomplish what is necessary with $20,000?

Mr. TUNISON. Unfortunately; no. A minimum of $75,000 additional could be used in 1963. A statement detailing this amount is provided for the record.

(The statement referred to follows:)

STATEMENT CONCERNING AN INCREASE OF $75,000 FOR THE ITEM "BETTER FISHING FROM HATCHERY FISH"

Fishery management projects in the States of Arkansas, Montana, Ohio, Texas, and West Virginia are needed to give effective guidance in the stocking of fish produced at the 17 national fish hatcheries located in those States. No fishery management biologists are stationed at locations where they can assist the national fish hatcheries in developing realistic fish production schedules and fish stocking plans or to work with the State fish and game departments in cooperative sport fishery projects. These activities would include the evaluation of the results of stocking hatchery fish in terms of the public fishing afforded. Attention would be given the extensive public trout streams, tailwaters below Government dams, farm ponds built under the agricultural conservation programs and stocked by the Bureau to assure their maximum contribution to sport fishing. Public fishing programs on the national wildlife refuges, Department of Defense areas, and other Federal areas, require technical assistance to achieve their objectives.

The additional sum of $75,000 would permit the assignment of five additional fishery management biologists in the States indicated where the needs are greatest and where particular problems exist. Purchase of necessary equipment, payment of travel costs, provision of temporary and seasonal assistance, and other related costs are included in the estimate. Substantial savings in hatchery fish and increased opportunities for recreational fishing would result from the expanded effort.

MARCH 5, 1962.

PART-TIME BIOLOGISTS

Senator DWORSHAK. Where would that money be spent?

Mr. TUNISON. The $20,000 that is indicated in our budget actually is made up of a number of people. It is only part time of 17 biologists throughout the country.

Senator DWORSHAK. Where was this research done on the trout liver cancer?

Mr. TUNISON. Actually it is spread into several laboratories. We have considerable work going on at the Willard Laboratory, Cook, Wash. There is also work being carried on out of Cook at Hagerman. The disease laboratory at Seattle is very definitely concerned and working on this program. We also have work at our Leetown station here in the East.

I would think that the Cortland, N.Y., nutrition lab would contribute something on this.

PRESIDENT'S CONSERVATION AND RECREATION PROGRAM

Senator DWORSHAK. One more brief one. Do you have any idea as to the extent to which your Bureau will be involved in the President's conservation and recreation program which was submitted to Congress yesterday?

Mr. TUNISON. I think, Senator, it may be too soon, but very definitely we will be involved.

To what extent—perhaps the Director can answer.

Mr. JANZEN. You have answered the question. I think it is a little too soon to comment on that, Senator.

LIST OF PROJECTS UNDER EXPANSION PROGRAM

Senator MUNDT. On page 1 of your highlight statement you described a program of expansion in connection with new hatcheries, refuge areas, facilities, research stations, and projects.

Would you supply a list of what you have in mind, for the record?

Mr. TUNISON. We can do that, Senator; yes. I think actually, Senator, that paragraph more or less summarizes what is in here. But we will be glad to provide that.

(The information referred to follows:)

BUREAU OF SPORT FISHERIES AND WILDLIFE

Statement concerning program of expansion under the construction appropriation

[In thousands of dollars]

Facility or project		Status of program	
Name	State	Funds appropriated through 1962	Funds requested, fiscal year 1963
Fish hatcheries:			
Alchesay	Arizona	720	100
Greers Ferry Dam	Arkansas	170	95
Coleman	California	160	134
Jordan River	Michigan	425	101
Lahontan	Nevada	150	100
Garrison Dam	North Dakota	837	124
Subtotal		2,462	654
Fishery research:			
Stuttgart	Arkansas	430	195
Convict Creek	California	98	80
Fish-pesticide laboratory	(1)		50
Subtotal		528	325
Wildlife refuges:			
Aleutian Islands	Alaska		206
Havasu Lake	Arizona	44	35
Imperial	Arizona		25
Holla Bend	Arkansas	65	163
Kern-Pixley	California		283
Modoc	California		85
Lower Klamath and Tule Lake	California and Oregon	1,000	84
Monte Vista	Colorado	99	200
Bombay Hook	Delaware	24	80
Crab Orchard	Illinois	68	410
DeSoto	Iowa and Nebraska	46	185
Quivira	Kansas		146
Noxubee	Mississippi		110
Benton Lake	Montana	1,973	80
Crescent Lake	Nebraska		45
Montezuma	New York		127
Malheur	Oregon		48
Fish Springs	Utah	466	366
Engineering planning	(2)		250
Subtotal		3,785	2,928
Wildlife research:			
Patuxent Wildlife	Maryland	715	40
Northern Great Plains Wildlife Research Station	(1)	42	139
Subtotal		757	179
Total, construction		7,532	4,086

[1] Site not selected.
[2] Various States.

PLANS FOR OTHER REFUGES

Senator MUNDT. Do you have plans for other refuges not now pinpointed by location?

Mr. JANZEN. Yes, sir; we do. We are working out our plans with the various States in the Union through the Flyway Councils, and actively at the present time setting up priority lists where we feel that these projects should be located, so that there will be many refuges that are not yet pinpointed.

GAVIN'S POINT HATCHERY

Senator MUNDT. I think I should ask you this question: Have you finished all your construction at Gavin's Point down at Yankton?

Mr. TUNISON. Yes, sir.

Senator MUNDT. Do you have any further plans in the future for expansion of that hatchery? Or is this the unit as you envision it now?

Mr. TUNISON. Very likely the hatchery will be expanded sometime in the future. At the present time we would like very much to see what we can get out of that in the way of full production with the facilities we have and whether or not that production will meet the needs of the area. There is area there for expansion.

Senator MUNDT. That is a tremendous large area to serve, and it seems to me this is one hatchery where you are not going to be limited by water or by space. I would think they would have trouble meeting the demand.

Mr. TUNISON. That is correct, sir.

RESERVOIR RESEARCH PROGRAM ON MISSOURI RIVER

Senator MUNDT. Can you give us a brief résumé of your negotiations to date in connection with the cooperative program which has been set up in the Missouri River? You discussed it on page 33, very briefly. You say negotiations are in progress with the States and the construction agencies looking to the development of a cooperative program for the location of buildings and headquarters. This is at the bottom of page 33 in the statement that you submitted.

Mr. TUNISON. You are speaking now of reservoir research?

Senator MUNDT. That is right.

Mr. TUNISON. The Corps of Engineers have very kindly offered us space at their headquarters at Yankton. In the case of the State, yes; we have worked with them, and we are now in the process of developing a program. We have recruited the staff with the funds that we had available, and I am sure that something very definite will be worked out so that we will be in business this coming spring.

Senator MUNDT. Is there anything that needs to be done to expedite the program? Or was it going along at an optimum rate?

Mr. TUNISON. I think you realize, Senator, last year, when we gave you the statement on the needs for this project, it amounted to $220,000 and $110,000 was appropriated.

Senator MUNDT. Have you asked for the other half at this time?

Mr. TUNISON. No; we haven't, Senator.

Senator MUNDT. I mean in your request to the Budget?

Mr. TUNISON. In normal budget channels, I am sure that was included; yes, sir.

ACQUISITION OF LANDS IN SOUTH DAKOTA AND MINNESOTA

Senator MUNDT. With regard to the water production areas, you have $70,000 earmarked for North and South Dakota and Minnesota. Is that what you were talking about this morning in connection with Jamestown? Will you give a few more details on this?

Mr. JANZEN. These are the areas being acquired under the Migratory Bird Conservation Act, the Duck Stamp Act, and the loan fund. Funds are being requested for this in 1963.

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These are the small pothole areas located in the two Dakotas and Minnesota, wherein we are acquiring fee title to some and securing easements on others. In regard to those that we are acquiring in fee, the funds that are requested in here will be used to build the fences around the outside and post them to identify them and do what other things are essential to increase waterfowl on these small potholes.

MIGRATORY FOWL FEEDING

Senator MUNDT. As you know, South Dakota this year has had an unusually heavy blanket of snow. I wonder if that has given rise to any requests from your Department for the feeding of migratory fowl, or whether the migratory fowl are pretty well driven out of the State this year by the inclement weather.

Mr. JANZEN. We have not received any requests for feeding this winter, but there have been a few places in the United States but not in South Dakota, as I recall.

Senator MUNDT. I haven't either. I did not know whether that was because the birds were all driven out.

Mr. JANZEN. I think there was not much water there and they went on without spending too much time in the State.

Senator MUNDT. The ducks were there pretty late in the season.

Mr. JANZEN. Our heaviest counts were to the south.

PROTECTION AGAINST BLACKBIRDS

Senator MUNDT. Not in connection with migratory waterfowl, but in connection with blackbird devastation, I have had considerable correspondence with your Bureau and I am wondering what can be done to give the farmer some protection against these great flocks of blackbirds, that really move into a cornfield and do a pretty good job of shucking it.

Mr. PARKER. As you know, we are carrying out some research currently. As a matter of fact, some of it is being done in South Dakota around Sand Lake.

Senator MUNDT. Yes.

Mr. PARKER. It is a problem that I must confess we do not have any very good answers for yet. It is a problem that requires considerable research. We are approaching it from the standpoint of repellants and we have developed such things as the shell crackers and intermittent firing of fire crackers and other frightening devices, although that does not alleviate the problem by any means.

We are also doing some research on lethal methods, using chemicals to actually kill the birds. But we don't have any chemical yet that looks too good. There are some that will kill birds, all right, but most of them have too great a spectrum of effect. In other words, they will kill other birds and kill livestock and people.

So we have not dared try them out on any large scale. But we are continuing research on all phases.

Some of the new aspects that we are working on include using some of the chemicals to sterilize the birds, to cut down on production that way. And we also have the problem that the birds, for example, that are living in South Dakota during the summertime may be roosting down in Arkansas in the wintertime. We are doing some population studies to get an idea of where the birds are raised and where they

winter, so that when we have methods that will be satisfactory, we will know which part of the flock we should be working on. We cannot visualize killing all of the blackbirds in the country.

We are going to have to center on those parts of the flocks that are actually causing the damage. This embraces studies and inventories.

Senator MUNDT. Our farmers out there in the Sand Lake Refuge Area claim that these birds nest and hatch right there on the refuge. Have you had people in the field determine whether that is correct?

Mr. PARKER. It is correct.

Senator MUNDT. You should be able to do something out there on that piece of property, because that is yours. If they are nesting in there——

PROBLEMS OF CONTROL OF BLACKBIRDS

Mr. PARKER. One difficulty in the summertime is to find some method that will draw enough birds together. They have plenty of opportunity to feed. In the wintertime, when they concentrate in small roosts, is when it looks like the better opportunity of reducing birds. And that is what I was envisioning when I was discussing the study of population and migrations, so that we can know and identify each segment of the blackbird population and be able to apply the control to that.

Senator MUNDT. In that connection, I was going to ask you a question. I notice that the cooperative wildlife research units, jointly operated by the Bureau of Sports Fisheries and Wildlife and the Wildlife Management Institute and the land-grant colleges are operating in 17 States. You are pretty well spattered all around South Dakota, but you do not have any of them there. I am wondering if this would be one of the types of things such a research center would study and why no such cooperative unit was established in South Dakota?

Mr. PARKER. Well, it would very definitely be a type of research that a unit like that could undertake. The basic purpose of units is to develop students and trained technicians. These units involve advanced study in masters' and doctors' degree work so this very definitely would be a type of problem that could easily be carried out by unit.

COOPERATORS IN UNITS

As far as South Dakota is concerned—if I might back up one moment, there are four cooperators in each of the units, the State college, the State fish and game department, the Wildlife Management Institute, and the Bureau. We must have the interest of all four before we can establish a unit. As I understand it, in the last year or so there has been growing interest in South Dakota to undertake a unit. As yet we have not been in a position to budget for such a unit.

Senator MUNDT. With whom have you negotiated? The State college?

Mr. PARKER. That is right.

Senator MUNDT. Are they willing, from their standpoint?

Mr. PARKER. There is growing interest out there, very definitely

FISH PESTICIDE LABORATORY

Senator MUNDT. Let us see. I had another question over here. In talking now about this fish pesticide laboratory, what are the requirements, the site requirements to develop an optimum location for that?

Mr. TUNISON. Senator, this particular laboratory, the one we would like to start, would be concerned with work on cold water species. In other words, trout. For that reason, we need, say, something like another McNenny. We are looking for spring water, preferably. In fact, we will do our best to find suitable spring water or perhaps well water. But at this time it does not have the priority in the case of warm water as it does in the case of trout.

Senator MUNDT. In other words, this is going to be primarily stream. The Ranch A qualification would seem to fit into that?

Mr. TUNISON. That is a possibility, but whether or not we could have a combination of selective breeding and genetics work with pesticides is something we would need to give a little study to.

Senator MUNDT. Will you give it what study you need and then in the record, if you can do it that fast, provide it; or else, if you cannot, provide a personal letter to me? If you could do them together, it would seem to me there would be economy involved.

Mr. TUNISON. I would hesitate to give you a yes or no answer today, but we will let you know.

Senator MUNDT. Before the record closes?

Mr. TUNISON. Yes.

(The information referred to follows:)

PROPOSED NEW FISH-PESTICIDE RESEARCH LABORATORY

In 1959, specifically authorized studies of the effects of pesticides on sport fishes were initiated with the establishment of the Fish-Pesticide Research Laboratory at the Denver Federal Center, Colo. There, space and facilities of the previously established wildlife-pesticide research activity are shared in a mutually advantageous cooperative program, concentrating on chemical analytical techniques for measurement of residual pesticides and metabolites.

A lack of water at the Denver Federal Center severely restricts the scope of the fishery research program. In borrowed facilities at four scattered installations, limited experimental fish populations are being maintained. A major new laboratory is needed to accommodate the growing fish-pesticide studies. The new facility will provide for planned studies of physiology, toxicology, and radiobiology and supplement established research in biochemistry, analytical chemistry, and histopathology. The fiscal year 1963 budget includes $50,000 for planning construction of the needed laboratory, office, storage, and experimental fish-holding facilities.

A site for this installation has not been selected, but several possible sites are being considered. Among these is the Ranch A site near Beulah, Wyo. This, however, is the site of choice for proposed studies of genetics and selective breeding of trout; adequate space for both investigations is available but to superimpose the fish-pesticide installation would tax the flow volume of the fine Sand Creek headwater. Other considerations of particular importance in the selection of the fish-pesticide site include proximity to: State or Federal hatcheries which could supply large numbers of uniform-size test fish, warm-water species as well as the trouts; research installations working in cooperative and related fields; and the libraries, staff, facilities, and students that would be available, for example, at a large university with strong chemistry, biochemistry, and fishery departments. We recognize, of course, that it may not be possible to find a site offering the ideal combination of attributes, but search is underway.

AVAILABILITY AND DISTRIBUTION OF GROUND WATER

Senator MUNDT. On page 112, you say there is an urgent need to determine the availability and distribution of ground water. This involves the study of rainfall, runoff, stream flow, and forecasts of floods, and many other things in connection with your engineering and planning.

Do you ever work in conjunction with the Department of Agriculture in some of their stations in that connection? That pops into my mind. We were discussing that same kind of study at a station located out in Newell, S. Dak., at the foot of the Black Hills, where they do a lot of that same type of work.

I wonder if you ever had cooperative arrangements with the Department of Agriculture, where you could achieve these results at the same location?

COOPERATION WITH OTHER AGENCIES

Mr. PARKER. Senator, they are working now on an agreement with all agencies concerned with water, in the Department of Interior. The Geological Survey has some projects in the two Dakotas currently studying water levels, and we are underwriting part of the cost of those studies but the funds that are set up here are for the purpose of developing and proving up our water rights on the refuge areas.

They are not basic water studies, but rather to establish the water rights that we have on the property that we have acquired.

HELBING'S SLOUGH, S. DAK.

Senator MUNDT. In conjunction with this expansion of refuge, have any of you ever heard of a place called Helbing's Slough, south of Watertown, S. Dak., a rather large slough which some of the sportsmen around there claim would be an ideal place for a refuge or a public shooting ground?

I don't know whether you go into the business of providing public facilities of that kind or not. Do you?

Mr. JANZEN. We are not familiar with that, but if it had any prospects for purchase the State of South Dakota would provide this as one of their candidates for this list that I mentioned a few minutes ago.

Senator MUNDT. In other words, what I had better do with that correspondence is refer them to the game and fish departments. You get all your recommendations from the State departments?

Mr. JANZEN. No, sir. If it is submitted to us, we will see to it that it gets the proper consideration.

Senator MUNDT. I think you probably have a bigger staff and would be a little better able to advise whether it fits the needs of a refuge or a public shooting ground, and we do acquire public hunting grounds through our departments back home. The sportsmen want a little guidance. It seems that being owned privately, it is not serving the sportsmen or the propagation aspects of migratory waterfowl. Either you could use it as a refuge, and it would be a good breeding ground, or in lieu of that, if you say this is not for that, they might go to the fish and game department and say, "Let's make it a public shooting place?"

SEARCH FOR AVAILABLE SITES

Mr. JANZEN. We are looking for every potential site. Our regional office in Minneapolis serves South Dakota. We have a staff that is specifically supposed to look at every potential area. Now, if it is a small production area, it could be opened entirely to hunting. If it is established as a national wildlife refuge under the law, up to 40 percent could be open for hunting.

Senator MUNDT. Will you have your Minneapolis region take a look at that and send me a report to at least guide my correspondence?

Mr. JANZEN. We will be glad to do that.

NO STOCKING OF PONDS WITH CHARGE FOR FISHING

Senator MUNDT. Just one other thing, Mr. Chairman. That grows out of this question I asked earlier about whether or not we ever stocked private ponds, where the owner can charge people to fish. You said "No," I believe.

Mr. TUNISON. No, we do not.

Senator MUNDT. Somebody had reported before another committee that some farmer up around Philadelphia has made about $6,000 a year charging people to fish. Of course, that does not necessarily mean he got his fish from you.

Mr. TUNISON. That is right.

Senator MUNDT. But the letter I got assumed it. So I can tell him categorically we do not stock ponds and lakes where they make a charge for fishing. They can charge for boats, probably, but none of this Colorado business where you get so much a pound for fish, and so forth.

Mr. TUNISON. We do not stock any waters on which there are commercial charges for fishing.

Senator MUNDT. How about where there are exclusive fishing rights?

Mr. TUNISON. No.

There is a great increase in fee fishing lakes that are sponsored in large part by commercial trout hatcheries, and no doubt you have seen these, and perhaps you have been there. And I think we will see more of them. We leave that type of project to the commercial hatcheries.

Senator MUNDT. If some rancher out west of the river who is building himself a good stock pond—and may I say we have some of the best bass fishing I have ever seen, in some of those—is perfectly within his right to write in and request fish. He should do that through the game and fish department of the State, I presume?

Mr. TUNISON. He can do it that way, or to our regional office, or to the local Soil Conservation Service office. We work very closely with the Soil Conservation Service.

Senator MUNDT. Thank you.

TRANSFER OF FACILITIES TO FISH AND WILDLIFE SERVICE

Chairman HAYDEN. Last year in the public works appropriation bill, money was made available for the Bureau of Reclamation for the transfer to the Fish and Wildlife Service to construct fish and

wildlife facilities in the Upper Colorado River Basin. Will you outline briefly for the committee the work accomplished with that money?

NAVAJO UNIT

Mr. McBROOM. Mr. Chairman, total funds made available by the Congress for the current year were $663,000. Of that, $167,000 was for the Navajo unit, a reservoir on the San Juan River in New Mexico, and extending into Colorado. For the Navajo unit, $72,000 was for rough fish eradication, prior to impoundment. This was carried out last September, I believe, successfully by the fish and game departments of the State of New Mexico and the State of Colorado and by our people.

Chairman HAYDEN. Did you get them all?

Mr. McBROOM. As far as we know, it worked out well. The remainder of the funds were for the establishment of a big game range around the Navajo unit, and we are attempting to work that out with the Bureau of Land Management and the New Mexico game and fish department.

FLAMING GORGE UNIT

We had an additional $473,000 for the Flaming Gorge unit, which is a large reservoir on the Green River in northeastern Utah and extending into Wyoming. For Flaming Gorge, $300,000 was for a big game range acquisition purpose, which is in the same status as I reported for Navajo.

One hundred and seventy-three thousand dollars was for rough fish eradication at Flaming Gorge, and that will be undertaken in cooperation with the Utah and Wyoming Game and Fish Departments this summer. We have had plenty of time, thanks to this committee, to make preparations for this, and we are looking forward to a successful operation.

Chairman HAYDEN. There was some question, I know, about whether it could be done in time.

VERNAL, UTAH, UNIT

Mr. McBROOM. Yes, sir. But now we have the time, and I think we are in good shape on that. The remainder of the funds for 1962 was for the Vernal unit of the central Utah participating project, which is a fairly small project in Utah along the Green River.

The major part of the funds there were for the continuation of a pump to supply water to a State waterfowl refuge whose existing supply was being diverted by the program of the Bureau of Reclamation.

GLEN CANYON AREA

Chairman HAYDEN. Now the Glen Canyon Dam has not filled yet, but when it does, what are you going to do for fish and wildlife in that area? There is Lake Powell above the dam.

Mr. McBROOM. As to the fisheries, I believe we have in our program the idea of studying the Flaming Gorge area to determine what can be done to take care of the fish.

Now there has been suggested by the Utah Game and Fish Department, that there be substantial stocking of trout in Flaming Gorge

and part of our proposal for 1963 would lead to the establishment of a sizable hatchery for this purpose and others.

Chairman HAYDEN. That is in Flaming Gorge, but I am talking about the water backed up from the dam at Glen Canyon into the Colorado River.

Mr. MCBROOM. Yes, sir. I am talking about that, too. The hatchery that would be developed in the area would serve several units, including Glen Canyon.

Chairman HAYDEN. I see.

PREPARED STATEMENT

I will include in the record a statement which was presented by Mr. Thomas L. Kimball, executive director of the National Wildlife Federation, but who will not be able to appear this year.

(The statement referred to follows:)

STATEMENT BY THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION

APPROPRIATIONS FOR THE BUREAU OF SPORT FISHERIES AND WILDLIFE

Mr. Chairman, the National Wildlife Federation is a private organization dedicated to the attainment of conservation goals through educational means. It is composed of 51 independent affiliates in all States and the District of Columbia. These affiliates are constituted of local groups and individuals who, together with other supporters of the National Wildlife Federation, number an estimated 2 million persons.

We should like to limit our comments to appropriations for the Bureau of Sport Fisheries and Wildlife and particularly those providing for an emergency waterfowl wetlands acquisition program under jurisdiction of this agency.

One of the two major conservation accomplishments of the first session of this Congress was the enactment of Public Law 87-383. This new law authorized an emergency loan of $105 million over the next 7 years for a "crash" wetlands acquisition program designed to save continental flights of migratory waterfowl. It must be noted that this advance would be repaid from future sales of migratory bird hunting stamps, or "duck stamps." In other words, waterfowl hunters have asked for this loan to finance acquisition on behalf of the Federal Government. Land purchased with duck stamp funds remains in Federal ownership.

Without going into detail, Mr. Chairman, we might say that the preservation of wet lands is viewed as critical. In fact, this has been made the subject of the 1962 observance of National Wildlife Week, sponsored March 18 to 24 by our organization. Wetlands preservation has been termed the single most important problem facing wildlife today.

Now, unless implemented by this committee, the new law is meaningless. The Bureau of Sport Fisheries and Wildlife has been permitted to ask for only $7 million of the $105 million advance loan. Simple arithmetic shows that $105 million over a 7-year period averages $15 million per year, or more than double the figure requested. Mr. Chairman, an absolute minimum of $11 million is necessary for this program and up to $15 million could be utilized. Even more will be necessary in future years once the wetlands acquisition program is established and functioning smoothly.

Virtually all conservation groups are in accord on a need for a national mourning dove program. As much as $400,000 is needed for mourning dove research in fiscal 1963 and only $56,000 is proposed. Doves are migratory species truly within jurisdiction of the Federal Government and much more needs to be learned about their management.

The Branch of Fishery Management Services, never adequately funded to carry out its program on Federal properties, needs additional money to derive better returns from fish hatcheries. The $20,000 allocated to this activity needs to be increased to $200,000. Worthy research programs also are necessary in salt water sport fishing and in managing large reservoirs for sport fishing.

We are encouraged that the Branch of Management and Enforcement would be strengthened and we hope the committee may see fit to hold the proposed budget for these activities.

Thank you, Mr. Chairman, for the opportunity of making these remarks.

LETTER FROM CHARLES H. CALLISON

Chairman HAYDEN. I also include a letter addressed to me by Mr. Charles H. Callison, assistant to the president of the National Audubon Society, with regard to the plans for a national mourning dove program.

(The letter referred to follows:)

NATIONAL AUDUBON SOCIETY,
New York, N.Y., February 23, 1962.

Hon. CARL HAYDEN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HAYDEN: The National Audubon Society has participated in the formation of plans for a national mourning dove program, that has the endorsement of the International Association of Game, Fish, and Conservation Commissioners as well as the Bureau of Sport Fisheries and Wildlife of the Department of the Interior. The research parts of this program are quite important and sufficient funds should be made available to the Bureau of Sport Fisheries and Wildlife to provide an adequate beginning in the fiscal year 1963.

We urgently recommend that not less than $256,000 be provided for this purpose in the appropriation bill for the Department of the Interior and related agencies for fiscal 1963.

We would appreciate it if this letter were made a part of the record of your current hearings in order that our recommendation may be known to other members of your committee. Thank you for your consideration of this request.

Sincerely yours,

CHARLES H. CALLISON,
Assistant to the President.

GENERAL ADMINISTRATIVE EXPENSES

Chairman HAYDEN. The justifications for the estimate of $1,331,000 required during fiscal year 1963 for general administrative expenses will be placed in the record. This is $260,000 more than was provided in fiscal year 1962.

(The justifications referred to follow:)

BUREAU OF SPORT FISHERIES AND WILDLIFE

GENERAL ADMINISTRATIVE EXPENSES

Highlight statement

The purpose and long-range objectives of this program are to provide executive direction and general administrative services for the Bureau. Executive direction consists of the services of the Director, two Assistant Directors, and secretaries at Washington, D.C., headquarters and a regional director and secretary at each regional office. General administrative services include personnel, budget and finance, property management, and related business management activities.

The 1962 program contains an increase for modernization of the Bureau's accounting system. For 1963, the program provides increases for taking on the additional workload and better servicing of expanded operating programs.

There is no substantive language change.

General administrative expenses

Appropriation 1961	$1,016,000
Appropriation 1962 (total available)	1,071,000

SUMMARY OF INCREASES, 1963

Departmental expense: To provide for additional workload and better servicing of operating programs	+88,000
Regional office expense: To provide for additional workload and better servicing of operating programs	+172,000
Net change, 1963	260,000
Budget estimate, 1963	1,331,000

Analysis by activities (total funds)

Appropriation	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
General administrative expenses	$1,015,151	$1,071,000	$1,331,000	+$260,000
Federal aid in fish restoration and management	47,889	44,000	35,000	−9,000
Federal aid in wildlife restoration	123,931	121,800	85,400	−36,400
Management of national wildlife refuges	91,508	89,450	57,700	−31,750
Migratory bird conservation account	55,372	105,500	67,300	−38,200
Construction, general, Corps of Engineers, Civil		15,200	24,000	+8,800
General investigations, Corps of Engineers, Civil			4,000	+4,000
Construction and rehabilitation, Bureau of Reclamation	14,948		11,200	+11,200
General investigations, Bureau of Reclamation			11,600	+11,600
Construction of recreational and fish and wildlife facilities, Bureau of Reclamation			9,000	+9,000
Advances and reimbursements			89,800	+89,800
Total, direct appropriation	1,015,151	1,071,000	1,331,000	+260,000
Other funds	333,648	375,950	395,000	+19,050
Grand total	1,348,799	1,446,950	1,726,000	+279,050

Analysis by activities (direct appropriation)

Activity	Amount available, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Departmental expenses	$239,693	$264,000	$352,000	+$88,000
2. Regional office expenses	775,458	807,000	979,000	+172,000
Total appropriation	1,015,151	1,071,000	1,331,000	+260,000

The estimate of $1,331,000 is an increase of $260,000 of which $163,000 is needed for an increase in workload and costs and $97,000 is needed for essential expansion of administrative services.

Need for increase.—The increase of $260,000 is needed as follows:

(1) Increased workload and costs, $163,000: This consists of—

(*a*) $54,000 for serving an expanded program: Increases in estimates of Bureau programs which are supported by the "General administrative services" appropriation amount to $9,319,000, or a 30-percent increase over 1962 estimates. An increase in the "General administrative expenses" appropriation is needed to recruit and appoint the additional operating staff, procure supplies, services, and equipment for the expanded programs; payroll an increased number of employees; and process and account for a larger volume of financial transactions as well as provide more administrative and management services of other types. The estimate for this purpose is $54,000. The estimate covers salaries and expenses of five GS–6 Government accountants and four GS–5 personnel clerks, a total of nine permanent positions.

(*b*) $109,000 for increased costs: This includes $39,000 for an increase in salaries due to schedule step increases; sufficient travel funds to maintain a

program of field management inspections; increased costs of supplies and services; essential equipment replacement; and $70,000 for replacement of one bookkeeping machine at $10,000 in each of the central and six regional offices. Bookkeeping machines now in use average more than 10 years of age. The equipment must be replaced to avoid paralyzing breakdowns and costly, uneconomical repairs and to provide greater versatility and additional automatic features for use in the new accounting system which is being modernized with the specific appropriation increase allowed for this purpose in 1962.

(2) Expansion of administrative service, $97,000: This increase is needed to raise the level of administrative work to a point where operating programs are being adequately served and the requirements of law and regulatory agencies are being met. The increase consists of—

(*a*) Budgetary management, $17,000: Budgetary management should be strengthened by improving procedures for the development, execution, and control of the budget. This will result in more cohesive, uniform, and acceptable presentation of budgetary data. Expenditures will be more closely reviewed by the budget staff to assure the proper execution of the budget and guard against the incurring of deficiencies. Additional budget staff is required not only for these purposes but also to modernize budgetary management to provide for cost-based budgets that will be fully integrated with the cost accounting and program planning and scheduling system. The Bureau's financial management improvement program calls for effort and changes in all administrative areas and the budget staff has an important part in attaining overall objectives. The estimate is for a budget analyst, GS–12; clerk-typist, GS–5; and related costs in the central office, a total of two permanent positions.

(*b*) Management analysis, $17,000: The management analysis staff should be strengthened so it can effectively handle the workload and all the administrative responsibilities assigned to it. The present staff of two analysts and a secretary is sufficient barely to handle the continuing, routine functions of forms control, the incentive awards program, the management improvement program, and developing and maintaining current the administrative and technical manuals. An additional GS–13 management analyst and a GS–5 clerk-typist will augment the staff sufficiently so it will be able to undertake organization, management, and procedural studies and the development of standardized Bureau-wide policies and procedures. The estimate covers two permanent positions and related costs.

(*c*) Civil service examining boards, $42,000: Civil Service Commission principles for establishing boards of examiners provide that agency boards will be established when positions are unique to the agency; when the speciality is one in which prestige of the agency in the occupational field calls for full utilization of agency personnel in the recruiting and examining process; when the agency is the primary user in the recruiting area appropriate to the examination or when the usual hiring method in the occupation is on a local basis. All of these conditions apply specifically to the Bureau. Positions of fish and wildlife biologists and technicians of various types, wildlife refuge managers, fish hatchery managers, game management agents, and local wage board personnel such as fish hatcherymen and wildlife refuge maintenancemen are distinctive to the Bureau. It is essential that examining boards be established and maintained to provide a continuing source of fully qualified candidates to stabilize the work force by eliminating limited tenure appointments; to improve the quality of recruits; and to provide for normal turnover and program expansion needs. It is anticipated that response of applicants to future examination announcements will be high because of intense interest in fish and wildlife conservation employment as evidenced by 6,986 formal employment inquiries in 1961. During the period February 1, 1960, to January 31, 1961, there were 806 applications for a nationwide fishery and wildlife research biologist examination and 884 for a fishery and wildlife management biologist examination. A recent regional examination announcement for game management agent resulted in 130 applications being filed in the first 20 days the announcement was open. The estimate is for five GS–5 personnel assistants at the Washington and regional offices and a GS–4 clerk-stenographer at the Washington office and related costs, or a total of six permanent positions.

(*d*) Property management, $21,000: The property management function has not been staffed at the Washington office at a level in keeping with its importance to the successful and efficient accomplishment of the Bureau's programs. A property management specialist is required to guide the program in such important fields as construction contracting, material and service procurement,

research and development contracting, equipment management, surplus and excess personal property disposal and acquisition, space control, and records management. This additional position will augment the property management staff sufficiently to enable it to give the operating programs guidance and staff support in the form of current manualized policies and procedures, field inspections, counseling, and evaluation of effectiveness on a Bureau-wide basis. The estimate includes a GS–13 property management officer and a GS–6 secretary and related costs, a total of two permanent positions.

Plan of work.—The estimate is for executive direction and general administrative services at the Washington headquarters and regional offices. Executive direction is provided by the Director and two Assistant Directors at Washington and a regional director at each regional office. Executive direction consists of overall management control, program coordination, and decisionmaking for all organizational units and functions of the Bureau. General administrative services are provided by the Division of Administration consisting of an office of the Chief of the Division and four service branches in Washington and an administrative officer and staff at each regional office. Administrative services consist of inspection of field offices; development, presentation, and execution of budgets; making all payments and collecting all amounts due; maintaining payroll, retirement, and leave records; maintaining accounts for control of funds and recording assets, liabilities, and income and expenses; preparing financial reports; recruiting, training, placing, classifying, and servicing employees; maintaining administrative and other manuals for Bureau guidance; forms and reports control; organization and staffing studies; centralized mail, filing, and communication services; procurement of supplies, equipment, and services; contracting for construction; and control of utilization and disposition of property.

The 1963 estimate of $1,331,000 will provide executive direction and general administrative services to the programs financed by the "Management and investigations of resources," "Construction," and "Migratory bird conservation fund" (annual definite) appropriations. Executive direction and general administrative services for programs financed by permanent indefinite appropriations, appropriation transfers, and advances and reimbursements are provided for by these funds on the basis of predetermined cost or assessment ratios. These ratios are 4 percent in the case of funds that are available primarily for salaries and expenses and 0.3 percent of funds that are available for other purposes such as land acquisition and payments to States. The total estimate for executive direction and administrative services from these sources in 1963 is $394,700, which, added to the $1,331,000 estimate for the "General administrative expenses" appropriation, makes a total estimate of $1,726,000. A summary table comparing the total 1963 estimate with 1962 follows:

General administrative services program

[In thousands]

Source	Estimate, 1962	Estimate, 1963	Increase
1. "General administrative expenses" appropriation	$1,071	$1,331	+$260
2. Financing from permanent indefinite funds, transfer appropriations and advances and reimbursements	376	395	+19
Total, general administrative services program	1,447	1,726	+279

The total estimate for executive direction and general administrative services is broken down by organizational units, as follows:

	Total positions	Estimate
Departmental:		
Office of the Director	6	$87,000
Division of Administration	2	25,000
Branch of Budget and Finance	17	147,000
Branch of Management Analysis	5	51,000
Branch of Personnel Management	12	95,000
Branch of Property Management	14	95,000
Subtotal, departmental	56	500,000
Regional offices:		
Region 1, Portland, Oreg	17	237,000
Region 2, Albuquerque, N. Mex	32	239,000
Region 3, Minneapolis, Minn	32	235,000
Region 4, Atlanta, Ga	32	245,000
Region 5, Boston, Mass	23	182,000
Region 6, Juneau, Alaska	8	88,000
Subtotal, regional offices	144	1,226,000
Total	200	1,726,000

Itemization of estimate, general administration expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$1,015,151	$1,071,000	$1,331,000	+$260,000
Unobligated balance lapsing	849			
Appropriation	1,016,000	1,071,000	1,331,000	+260,000
Obligations by objects:				
11 Personnel compensation	819,567	857,000	965,000	+108,000
12 Personnel benefits	62,210	66,000	73,000	+7,000
21 Travel and transportation of persons	20,230	23,000	46,000	+23,000
22 Transportation of things	3,301	4,000	7,000	+3,000
23 Rent, communications, and utilities	17,873	21,000	20,000	−1,000
24 Printing and reproduction	4,652	9,000	15,000	+6,000
25 Other services	5,445	8,000	15,000	+7,000
Services of other agencies	70,784	61,000	75,000	+14,000
26 Supplies and materials	5,405	11,000	25,000	+14,000
31 Equipment	5,684	11,000	90,000	+79,000
Total obligations	1,015,151	1,071,000	1,331,000	+260,000

PREPARED STATEMENT

Chairman HAYDEN. Is there any comment on that?

Mr. TUNISON. Mr. Chairman, if we might, in the interest of saving time, we have a little supplementary statement. Could we file that?

Chairman HAYDEN. Do that.

(The statement referred to follows:)

The fiscal year 1963 estimate for the general administrative expenses appropriation is $1,331,000, an increase of $260,000.

Before briefly detailing the need for this increase, I would like to cite a few comparative figures. In fiscal year 1959, the first year the Bureau of Sport Fisheries and Wildlife submitted a completely separate budget, the ratio of administrative expenses to the Bureau's total program was 2.41 percent. In fiscal year 1963, including the increase requested, it is 2.36 percent or slightly less. In 1959 the ratio of administrative employees to total employees of the Bureau was 6.25 percent. In 1963, including the increase requested, the ratio is 5.44 percent or about 1 administrative position less for each 200 employees of the Bureau. These figures are cited to show that the administrative staff has

increased its efficiency while giving improved service to a larger and broader program.

An amount of $39,000 is requested to cover expenses of the existing administrative staff. Most of this is needed to pay periodic salary increases for a relatively stable staff where the turnover is not sufficient to permit these costs to be absorbed. Small amounts are also included for more adequate travel allowances and increased cost of services and supplies.

Included is $70,000 for replacement of bookkeeping machines that are over 10 years old and no longer dependable or economical to operate. This item would also enable us to procure more modern equipment with automatic features need to improve our accounting system.

The sum of $54,000 is requested for personnel to service the additional work that will be involved in a program that is expected to be approximately 13 percent larger in fiscal year 1963.

An increase of $97,000 is requested to expand the administrative staff in areas where program operations are not now being adequately served. The principal amount is for full-time personnel to handle the work of our civil service examining boards. These boards are established to handle positions unique to the Bureau and where the number of recruitments is small. These examining procedures enable us to identify the better qualified persons and to offer them career appointments in the Government service. It is work that is essential to the successful and efficient staffing of our operating units. Smaller amounts are requested to strengthn our budget, property management, and management study staffs.

In conclusion, Mr. Chairman, the increase requested of $260,000 represents approximately 2.6 percent of the Bureau's request for increases in annual definite appropriations for fiscal year 1963.

Expanded Wetlands Acquisition Program

Chairman Hayden. There will also be included in the record your request for $7 million during fiscal year 1963 to initiate an expanded program for acquisition of wet lands for the preservation of waterfowl. I will put that in the record.

(The material referred to follows:)

Migratory Bird Conservation Account

The purpose and long-range objectives of this program are to provide for an expanded program of acquisition of wet lands for the preservation of waterfowl over a 7-year period under the provisions of Public Law 87-383 (75 Stat. 813). Funds provided under this appropriation supplement amounts available from the sale of migratory bird hunting stamps (16 U.S.C. 718).

The appropriation for 1963 will initiate the program and accelerate the acquisition of wet lands.

Analysis by activities (total funds)

Activity and appropriation	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Acquisition of refuges and other areas:				
Current definite			$7,000,000	+$7,000,000
Permanent indefinite	$4,326,527	$5,498,904	4,782,700	−716,204
Total	4,326,527	5,498,904	11,782,700	+6,283,796

Analysis by activities (direct appropriation)

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Acquisition of refuges and other areas			$7,000,000	+$7,000,000

The estimate of $7 million is for acceleration of the wetlands acquisition program. This is in addition to the estimate of $5 million in permanent indefinite funds under this account derived from the sale of migratory bird hunting stamps.

Need for estimate.—The estimate of $7 million is needed to initiate the expanded wetlands acquisition program authorized by the act of October 4, 1961 (Public Law 87-383), which provides for the appropriation of not to exceed $105 million for a 7-year period for the acquisition of wetlands and other essential waterfowl habitat.

The estimate consists of the following items:

(*a*) *Realty costs, $265,000.*—For location, ascertainment, and appraisal of areas and presentation of proposals to the Migratory Bird Conservation Commission; and following approval of the Commission, negotiation, title verification, title clearance, and other expenses incident to vesting title to areas in the United States. This includes the salaries and expenses of 1 realty officer, GS-12; 6 realty officers, GS-11; 16 appraisers, GS-9; 8 appraisers, GS-7; 3 foresters, GS-5; 5 clerk-stenographers, GS-4; and 3 clerk-typists, GS-3.

(*b*) *Engineering costs, $343,000.*—For the location and ascertainment of areas, drafting services, and other costs incident to preparation of preliminary development plans, outline specifications and estimates and topographic maps, engineering studies and water rights investigations and filings, and other costs incident to preparing cases for presentation to the Migratory Bird Conservation Commission; and following approval by the Commission, cadastral surveys incident to vesting title in the United States. This includes the salary and expenses of 4 civil engineers, GS-11; 2 hydraulic engineers, GS-11; 4 civil engineers, GS-9; 1 cartographic technician, GS-9; 3 civil engineers, GS-7; 5 cartographic draftsmen, GS-6; 4 cartographic draftsmen, GS-5; 16 engineering aids, GS-5; 15 engineering aids, GS-4; and 3 clerk-typists, GS-3.

(*c*) *Biological investigations, $92,000.*—Costs of biological work in the location and ascertainment of refuge areas and waterfowl production areas in the prairie pothole region of the Midwest, and the preparation of preliminary management plans and estimates. This includes the salary and expenses of seven wildlife biologists (management), GS-11.

(*d*) *Acquisition and rental of areas, $6,300,000.*—Costs of acquisition or rental of areas including water rights, rights-of-way, easements, removal expenses of occupants, and other direct costs of acquiring the areas or rights therein.

Plan of work.—As of June 30, 1961, approximately 3,500,000 acres of land and water have been acquired or reserved in Federal ownership for this purpose, and approximately 2 million acres have been acquired by the States for waterfowl needs. The Bureau has been working closely with the four flyway councils in determining what area shall be given priority attention and which projects shall be acquired with State or Federal funds. Agreement subject to annual revision has been reached and it is now estimated that of the 7 million acres left to be acquired 4,500,000 will be by the Federal Government and 2,500,000 by the States. Included in the total to be acquired by the Federal Government are 1,750,000 acres of wet lands in the Prairie States of Minnesota and the Dakotas of which 600,000 acres are proposed for purchase and 1,150,000 are to be controlled through easements.

The cost of lands being acquired in fee has steadily increased, partly because wet lands once considered wastelands have in recent years become valuable for conversion to uses other than wildlife. The remaining waterfowl habitat is being rapidly reduced through drainage for agricultural and industrial purposes so that it is essential that the needed 4,500,000 acres be acquired to preserve the migratory waterfowl resource while the wet lands are still available. An accelerated wet lands acquisition program is in accord with the President's statement in his special message on natural resources to the Congress that "Wise investment in a resource program today will return vast dividends tomorrow, and failures to act now may be opportunities lost forever."

Receipts from the sale of Federal migratory bird hunting stamps under the Hunting Stamp Tax Act of March 16, 1934 (16 U.S.C. 718), are available exclusively for payment of Post Office Department expenses of printing and selling migratory bird hunting stamps and for the location, ascertainment, and acquisition of suitable areas for migratory bird refuges under the provisions of the Migratory Bird Conservation Act. Estimated receipts of the Migratory Bird Conservation Account in 1963 are $5 million to be derived from sales of 1,666,666 stamps at $3. When added to the $7 million in annual definite funds requested herein a total of $12 million will be available in 1963. This sum will provide for the acquisition of 258,850 acres of land, of which 115,850 acres will be for migratory waterfowl refuges. The remainder will be for the waterfowl production area program with 60,000 acres acquired in fee and 83,000 acres controlled by easement.

It is estimated that the $105 million fund will be expended during a 7-year period as follows:

1963	$7,000,000	1967	$20,000,000
1964	20,000,000	1968	18,000,000
1965	20,000,000		
1966	20,000,000	Total	105,000,000

Itemization of estimate, migratory bird conservation account

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$4,495,264	$5,754,404	$12,000,000	+$6,245,596
Unobligated balance brought forward	−342,885	−754,404		+754,404
Unobligated balance carried forward	754,404			
Appropriation:				
Current definite			7,000,000	+7,000,000
Permanent indefinite	4,906,783	5,000,000	5,000,000	
Obligations by objects:				
11 Personnel compensation	705,913	912,000	1,508,000	+596,000
12 Personnel benefits	56,771	71,000	112,000	+41,000
21 Travel and transportation of persons	107,021	133,000	200,000	+67,000
22 Transportation of things	9,568	5,000	5,000	
23 Rent, communications, and utilities	17,314	19,000	20,000	+1,000
24 Printing and reproduction	20,251	16,000	15,000	−1,000
25 Other services	10,156	160,000	165,000	+5,000
Services of other agencies	119,157	266,000	290,000	+24,000
26 Supplies and materials	30,401	13,404	20,000	+6,596
31 Equipment	29,185	17,000	35,000	+18,000
32 Lands and structures	3,389,527	4,142,000	9,630,000	+5,488,000
Total obligations	4,495,264	5,754,404	12,000,000	+6,245,596

PROGRAM OBJECTIVES

Chairman HAYDEN. This is a new appropriation under Public Law 383, approved last October. I think they call that the wetlands bill. It is estimated that $105 million will be required for this program, and I believe that you should advise the committee of your plans for it.

Mr. JANZEN. Yes, sir. We are asking for $7 million, which, together with the duck stamp receipts, will make a total program of between $11 and $12 million for the next fiscal year. We have been developing a staff for this program and working out the areas, the location of the areas, and the general criteria that will be used with the national flyway councils. There are four of them across the country. In fact, I am meeting with them week after next in Denver, just preceding the North American Wildlife Conference, to discuss our wetlands acquisition program.

So we are working on that very closely with State fish and game departments.

As you know, the bill provides that we must have the Governor's assent for each area to be purchased, which assures very close cooperation in working out this program.

PAYMENTS IN LIEU OF TAXES

Senator MUNDT. I noticed in the paper the other day that our Governor in South Dakota had raised some question, I believe, at one of your meetings or maybe someplace else about some kind of payments in lieu of taxes for the local governing bodies where these wetland acquisitions take place. Have you any comments to make about your policy in that regard.

Mr. JANZEN. Yes; under our present authorization, 25 percent of refuge receipts go back to the county for schools and roads, which are presumably to cover such services as the county might furnish to those lands, since the Federal Government cannot pay taxes on these lands.

This has created a special problem in the Dakotas on our waterfowl production areas, because we anticipate a light return on many of these areas, and it has been of some concern to the local county as to how important this might be to their tax base.

Senator MUNDT. As I remember his request, it was that it be upped to 50 percent, or else some other means for determining a more satisfactory quid pro quo would be developed.

Mr. JANZEN. Yes. There have been a number of bills introduced already in Congress relating to the subject, with different formulas and we are at the present time studying this problem to see if we could come up with some sort of equitable solution.

Senator MUNDT. You do recognize that the present system in that area—and that happens to be an area where I presume they are going to have to intensify the wetlands acquisition program because it is a pretty good breeding area—presents a problem concerning these local governments that lose part of their tax base, and they have no place else to go to get their money.

Mr. JANZEN. Yes, sir; we recognize we have a problem here.

Senator MUNDT. The Federal Government cannot pay taxes, but if something could be developed that would enable you to turn back an equivalent of what you take away, it would eliminate a lot of resistance to the program in that way.

Mr. JANZEN. Most assuredly and that is our objective. We are hopeful we can come up with something that we could justify. It would, of course, require legislation.

PROVISIONS OF PENDING WETLANDS BILL

Senator MUNDT. There are two wetlands bills. You have one in the process of passage and one that has passed. And if this other wetlands bill is passed, would that tend to intensify the problem, or would you be able to incorporate your recommendation into it?

Mr. JANZEN. I feel you are referring to the bill that was passed, I believe, by the House, that would call for our insepcting federally assisted drainage projects in the Dakotas.

Senator MUNDT. It involves just three States, I believe.

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Mr. JANZEN. Yes; but it has a proviso that if we turn down a project, we must offer the farmer a lease or some sort of an acquisition proposition within 1 year, in order that this turn down would remain effective.

Now, we feel that in most cases the type of areas that would qualify under, let us say, the Department of Agriculture regulations, would be the type that we would lease, and where we lease, there is no tax problem, because it still remains in the ownership of the farmer. So we see no tax complications resulting from the acquisition feature of this bill.

Chairman HAYDEN. Are there any other questions?

If not, this committee will stand in recess until 10 o'clock Monday morning, when we will hear departmental officers.

(Whereupon, at 4:20 p.m., Friday, March 2, 1962, the committee recessed to reconvene on Monday, March 5, 1962, at 10 a.m.)

DEPARTMENT OF INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

MONDAY, MARCH 5, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Senators Bible and Dworshak.

DEPARTMENT OF THE INTERIOR

OFFICE OF THE SECRETARY

STATEMENTS OF D. OTIS BEASLEY, ADMINISTRATIVE ASSISTANT SECRETARY; JAMES N. FABER, DIRECTOR OF INFORMATION; SIDNEY D. LARSON, DIRECTOR OF BUDGET AND FINANCE; AND DALE L. ROTHROCK, FINANCE OFFICER

BUDGET ESTIMATE

Chairman HAYDEN. The committee will be in order.

We will be pleased to hear from you, Mr. Beasley.

The budget estimate for fiscal year 1963 for the Office of the Secretary, Department of the Interior, is $3,568,000, which is $132,500 more than the amount available during the past fiscal year. The justification will be placed in the record.

(The justification follows:)

SALARIES AND EXPENSES

The appropriation for the Office of the Secretary finances the salaries and expenses of the Secretary, the Under Secretary, the Assistant Secretaries, resources program staff, and the Administrative Assistant Secretary with their supporting staffs. The Secretary and the supporting staffs listed provide direction, guidance, coordination, and service to all the bureaus and offices of the Department. The programs carried on by the Department are extremely diversified and far reaching, extending throughout the United States and the territories. They have also grown a great deal during the past several years.

With the exception of increases to cover pay increases and two specific items in 1962, the appropriation for the Office of the Secretary has remained substantially the same for a number of years. With the increase in activity and responsibilities, and also a gradual increase in costs, it is essential that some increase in several areas and for some items of expense be provided. Specific increases requested for staff are justified under the activity to which they pertain. One item of

general application, however, is that of travel. During the past year, during and immediately following the change in administration, travel was restricted until the Secretariat and their immediate staff could become organized. It is necessary, however, that the staff acquire firsthand knowledge of the programs and the problems by inspecting them in the field and meeting with local officials, and increased funds for travel are requested in certain areas so that this may be done to a greater extent.

In addition, a general increase of $12,000 is included to cover the cost occasioned by Public Law 87-139 approved August 14, 1961 amending the Travel Expense Act of 1949. There has been a gradual increase in travel costs over the past several years as the result of increased per diem rates and also transportation costs. Additional appropriations have not been obtained in the Office of the Secretary as a result of these increases. To continue to absorb them, even though the individual items may be small, will seriously hamper the work and effectiveness of the staff. It is considered essential that an increase to cover this cost be provided and it is distributed throughout the various activities.

This budget also provides $106,500 for several specific defense items, which were formerly carried in the delegate agency appropriation made to OCDM, now Office of Emergency Planning. The items are justified in detail under the subactivities for the immediate Office of the Secretary and the Assistant Secretary for Water and Power.

Language changes

Authorization is requested in the appropriation language for the purchase of a passenger motor vehicle which would be a medium sedan at not to exceed $3,000, and which would replace a 1946 sedan. This automobile is for use of the Secretary and the Under Secretary. The automobile being replaced has been driven over 60,000 miles, is approximately 15 years old, and the excessive repairs required make it quite uneconomical and unsatisfactory for continued use.

The appropriation language proposed for the fiscal year 1963 includes the following new phrase: "not to exceed $2,000 for official reception and representation expenses." The purpose of this language is to provide authority to use appropriated funds to cover the expenses incurred by the Secretary in fulfilling the courtesy and social responsibilities directly associated with his official duties. Approval of the language would result in relieving the Secretary of the financial burden of paying from personal funds the costs of these responsibilities which are of direct benefit to the Government.

The Secretary, by reason of the office held, is obligated to meet with State and local officials, and with foreign dignitaries. Many of these officials have important responsibilities in their localities for conservation and utilization of natural resources and are interested in the policies of the administration as they relate to natural resources programs. It is essential that the Secretary meet with these people to explain departmental policies and to exchange ideas. Common courtesy demands that luncheon invitations or other forms of hospitality be extended to these officials. On many occasions representatives of the Congress, civic associations, foreign exchange students, scouting groups, etc., call on the Secretary and luncheons or refreshments are provided. These expenses rightly should be borne by the Government rather than be financed from personal funds.

Many other Government agencies have been faced with this problem and have received authority to use appropriated funds to finance such costs.

No increase in funds is requested to cover these additional authorizations.

Salaries and expenses

Appropriation, 1961	$2, 898, 000
Transfer from Office of Emergency Planning for financing defense functions	44, 052
Total available, 1961	2, 942, 052
Appropriation, 1962	3, 185, 000
Supplemental appropriation, 1962	200, 000
Total appropriation, 1962	3, 385, 000
Transfer from Office of Emergency Planning for financing defense activities	50, 500
Total available, 1962	3, 435, 500

SUMMARY OF INCREASES AND DECREASES 1963

Completion of special study of natural resources research program	−200, 000
Increase in responsibilities and workload in Division of Information	+121, 500
Increase in responsibilities and workload in secretarial area	+53, 000
Increase in responsibilities and workload in administrative management services	+90, 000
Travel per diem increase under Public Law 87–139	+12, 000
Increase for defense activities	+56, 000
Net change, 1963	132, 500
Budget estimate, 1963	3, 568, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Departmental direction	[1] $495, 234	[1] $533, 200	$698, 300	+$165, 100
2. Program direction and coordination	880, 891	[1] 1, 141, 400	1, 214, 700	+73, 300
3. Administrative management services	1, 417, 092	1, 436, 700	1, 529, 800	+93, 100
4. General services	109, 712	124, 200	125, 200	+1, 000
5. Natural resources studies		200, 000		−200, 000
Total obligations	[1] 2, 902, 929	[1] 3, 435, 500	3, 568, 000	+132, 500
Unobligated balance lapsing	39, 123			
Total	[1] 2, 942, 052	[1] 3, 435, 500	3, 568, 000	+132, 500

[1] Includes following amounts transferred from Office of Emergency Planning for defense activities:

1961	$44, 052
1962	50, 500

Analysis of increases estimated for fiscal year 1963

Activity and subactivity	Regular personnel	Personnel benefits	Per diem	Other travel	Other expense	Defense activities	Total
Departmental direction:							
Office of the Secretary			$1,700	$5,000		$27,000	$33,700
Office of the Under Secretary	$6,400	$500	600	1,400	$1,000		9,900
Division of Information	109,800	7,900	100	900	2,800		121,500
Total	116,200	8,400	2,400	7,300	3,800	27,000	165,100
Program direction and coordination:							
Assistant Secretary for Water and Power			1,000	1,800	500	29,000	32,300
Assistant Secretary for Mineral Resources	18,000	1,400	800	3,400	900		24,500
Assistant Secretary for Public Land Management	10,600	800	1,200	1,600			14,200
Assistant Secretary for Fish and Wildlife			800				800
Resources Program Staff			1,500				1,500
Total	28,600	2,200	5,300	6,800	1,400	29,000	73,300
Administrative Management Services:							
Administrative Assistant Secretary			500				500
Division of Budget and Finance			400	1,600			2,000
Division of Management Research	29,800	2,200	300	3,400	1,400		37,100
Division of Property Management	10,700	800	300				11,800
Division of Personnel Management			400				400
Division of Administrative Services			100				100
Division of Security			100				100
Division of Inspections	30,900	2,400	1,200	6,000	600		41,100
Correspondence Management Control							
Total	71,400	5,400	3,300	11,000	2,000		93,100
General Services			1,000				1,000
Grand total	216,200	16,000	12,000	25,100	7,200	56,000	332,500

1. Departmental direction

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Office of the Secretary	$337,534	$382,700	$416,400	+$33,700
(*b*) Office of the Under Secretary	84,729	72,100	82,000	+9,900
(*c*) Division of Information	72,971	78,400	199,900	+121,500
Total	495,234	533,200	698,300	165,100

(*a*) *Office of the Secretary, $416,400*

This estimate for the Office of the Secretary includes increases of $33,700. The first part of the estimate totaling $362,900 provides for the immediate Office of the Secretary and a staff of 28 employees. Included is the Assistant to the Secretary for Research who is responsible for policy—direction, administration, and development of complex research programs throughout the Department. Other assistants to the Secretary serve as personal aides and confidential advisers to the Secretary, and may act on behalf of the Secretary on specific matters referred to them for disposition, or represent the Secretary in various Executive Office and interagency groups.

No increase in personnel is requested but $6,700 is included for increased travel costs. Of this, $1,700 is the result of the increased per diem cost and the remainder is to provide for other increased travel costs. The need for the Secretary and his staff to travel throughout the United States and the territories for the purpose of meeting with various groups or to obtain firsthand knowledge of the many and varied problems of the Department continually increases and additional funds are urgently needed for this purpose.

The second part of the estimate for $53,500 covers several miscellaneous defense activities which were formerly carried in the appropriation for delegate agencies made to the Office of Civil and Defense Mobilization but which are being included in the Department of the Interior budget for 1963.

These defense activities are as follows:

(1) *National Resource Evaluation Center, $19,000.*—The amount of $19,000 is requested to continue Interior's representation at the National Resource Evaluation Center. The Department has had one professional employee, with part-time secretarial assistance, located at the Center, and these employees are responsible for processing data in the fields of electric power, metals and minerals, petroleum and gas, and fisheries for insertion into the computer. While much of this data is already in the machine, it is necessary continually to up-date this data and to gather additional data in order to obtain complete coverage in all essential areas.

(2) *Radiological defense training, $17,500.*—The Department of the Interior has been requested by the Office of Civil and Defense Mobilization to man 325 stations of the Federal fixed station monitoring network designed to map promptly the national fallout situation resulting from a nuclear attack. This responsibility is being continued under the direction of the Department of Defense. The sum requested is mainly to pay the traveling expenses of employees to locations where they can receive training, and it also includes $7,500 for radiological equipment. It is estimated that the amount requested will cover the training of about 80 employees. This is a continuous activity within the Department due to the number of personnel requiring training, refresher courses, and the necessity of training new personnel to replace those who leave Government employment or who are transferred to other locations. No personnel will be employed and no salaries will be paid from this fund.

(3) *Expenses of interior-paid mobilization personnel, $17,000.*—The regions and areas of the Department's bureaus, and for the most part, those of Interior's mobilization agencies, cannot, because of their particular function, correspond to the regions of the Office of Civil and Defense Mobilization, now Office of Emergency Planning. Since there may be from 3 to 11 different Interior regions, or parts of regions, within or as a part of one OEP region, it has been necessary for the Department to establish one single contact point for coordination and the flow of information from the Department to OEP and now Department of Defense also, and from these agencies to the Department.

No new positions are set up for this activity but the Department draws on the bureaus operating in the field for personnel who can devote part of their time to this activity. Their salaries continue to be paid by the individual bureau or office furnishing the employees. However, it is not possible for the bureau to absorb the extra expenses (over and above the salaries) necessary for these employees to satisfactorily carry on these defense functions. The same situation exists with respect to part-time mobilization personnel in the Washington office. The funds are requested, therefore, to cover travel expenses primarily of these Interior employees when conducting defense business, and also for communications and printing or reproduction work.

The total requested for the above three defense activities for the fiscal year 1963 is $53,500, and this compares with $26,500 which is being allocated to the Department in 1962.

(*b*) *Office of the Under Secretary, $82,000*

An increase of $9,900 is requested to provide for a GS–9 secretarial assistant, personnel benefits, and additional funds for travel and other expenses. The Under Secretary assists the Secretary in the discharge of his duties and in the absence of the latter performs his functions. Current funds available are sufficient only for the salary and expenses of the Under Secretary, an assistant, and three other employees. The workload and responsibilities of the Under Secretary are of a very high level and extremely heavy and additional assistance is required. It is necessary that the Under Secretary and his assistant perform considerable travel throughout the United States and the territories in order to carry out their responsibilities, and $2,000 is included to cover the per diem increase and other increased travel needs.

(*c*) *Division of Information, $199,900*

The estimate includes an increase of $121,500. The Division of Information is responsible for technical and general functional supervision over all information activities of the Department. This includes providing public relations and infor-

mation services for the Secretary and other officers; directing the coordination, review, and distribution of information developed for all types of media; initiating information programs of a departmentwide nature; and guiding and assisting the the bureaus and offices of the Department in their informational activities.

In order to assure more effective coordination and direction of the Department's services in providing information about its activities to the public, an increase in the staff of the Division of Information is essential.

The lack of effective central direction of such informational media as publications, films, and reports has resulted in a costly overlapping of informational activities with various bureaus and offices producing material of a duplicating nature. By providing for a central coordination of information production facilities, similar to the system employed by other Federal agencies such as the Department of Agriculture and the Department of Health, Education, and Welfare, overall costs can be reduced with significant resulting savings. The budget of the Division of Information has remained virtually constant for at least 10 years while the workload has increased greatly.

Request is being made, therefore, for an increase of 13 positions and $121,500 in funds for salaries, personnel benefits, and other expenses. This increase in staff will pay major dividends in assuring that the overall Department information effort is carefully geared to the needs of the public, the Congress, and those groups which are especially interested in its activities. By providing for effective review and direction of the work of the various bureaus in areas such as publications, visual media, and reports, the usefulness of the informational output of the Department can be greatly increased. In making possible projects such as the preparation of publications and films on the natural resources of each of the States, for instance, informational material which is in wide public demand can be supplied.

The increase in public interest in such activities of the Department as its Office of Saline Water, Office of Coal Research, and the Oil Imports Administration has placed added and important responsibilities on the Division of Information to meet public requests for information about these activities. The energetic conservation programs which have been developed by the Secretary and approved by the Congress, in such areas as improvement and expansion of the national park system and of other recreational opportunities, has also heightened public interest and led to a greatly augmented demand for informational material and services.

The specific increases requested are as follows:

Personal services:	
2 GS–15 information officers	$27, 498
2 GS–14 information officers	24, 460
1 GS–13 information specialist	10, 650
1 GS–12 information specialist	8, 965
1 GS–11 writing and editing specialist	7, 571
2 GS–9 writing and editing specialist	12, 896
1 GS–7 secretary	5, 366
2 GS–5 clerk-typists	8, 694
1 GS–3 clerk	3, 765
Total	109, 865
Less lapse	65
Total personal services	109, 800
Personnel benefits	7, 900
Other expenses	3, 800
Total	121, 500

2. Program direction and coordination

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Assistant Secretary for Water and Power	$215,905	$229,200	$261,500	+$32,300
(*b*) Assistant Secretary for Mineral Resources	156,765	165,200	189,700	+24,500
(*c*) Assistant Secretary for Public Land Management	201,187	202,500	216,700	+14,200
(*d*) Assistant Secretary for Fish and Wildlife	85,301	96,000	96,800	+800
(*e*) Resources program staff	221,733	448,500	450,000	+1,500
Total	880,891	1,141,400	1,214,700	+73,300

(*a*) *Assistant Secretary for Water and Power, $261,500*

The estimate covers the salaries and expenses of the Assistant Secretary for Water and Power and a staff of 19 employees in his office and provides for increases of $32,300. The Assistant Secretary discharges the duties of the Secretary with respect to the development of water and power. He exercises secretarial direction and supervision over the Bureau of Reclamation, Bonneville Power Administration, Southeastern Power Administration, Southwestern Power Administration, and the Office of Saline Water. He is also responsible for carrying out the defense functions of the Secretary with respect to electric power. In the past several years a small amount has been received from the appropriation made to the Office of Civil and Defense Moblization to assist in carrying out specific defense functions. For the fiscal year 1963 the portion relating to defense power activities is carried in this item in the amount of $53,000. This is an increase of $29,000 over the amount available for 1963 from the OCDM appropriation.

The Department has been delegated responsibility for preparedness measures in the field of electric power. Plans must be developed and actions which can be carried on now must be taken for prompt restoration of electric power service as soon as possible after an attack. To effect policy coordination for preparedness planning and control for restoration of power service after an attack, Interior has established a Defense Electric Power Administration, on a standby basis, which will be activated as conditions warrant during a national emergency. The main operating part of this standby Administration is the field organization consisting of 16 power areas throughout the United States. Area power directors and alternates are employed by the Department of the Interior on a without-compensation basis. These w.o.c.'s are employees of utilities devoting part of their time to moblization planning and action without cost to the Federal Government, either for salaries and other expenses, except for security clearances which are secured by Interior. In all, approximately 50 w.o.c. appointments are necessary and to complete this number and provide for replacements, it is estimated that approximately 10 security clearances will be required during the year.

Much of the mobilization planning is carried on at the State and local level and meetings and conferences with Federal and State officials are necessary to develop plans and the organizations for defense mobilization and to keep these current. It is necessary also to bring a radiological monitoring capability to electric power industry personnel. Interior personnel train instructors in the industry who in turn instruct monitors within their utility. Another area of responsibility is that of special power studies in relation to national defense in various parts of the Nation where the electric power supply is or may become critical. These studies are performed under the direction of the Technical Interagency Power Group which is composed of technical representatives from five Federal agencies, with Interior supplying the Chairman and the bulk of the staff work.

At present, defense electric power functions in the Washington office are carried on by employees on the regular departmental roll who spend part of their time in mobilization activities. One additional employee is stationed in OCDM region 5 where he is engaged in full-time mobilization work in that area. His salary and expenses have been covered by the allocation from OCDM, now OEP. For the fiscal year 1963 funds are requested to employ one additional professional engineer and a clerk-stenographer in the Washington office. Due to the shortage of personnel in the Washington office, it is not possible to keep up with actions on the regional level nor to provide fully information and help to the area power directors who are spread throughout the United States. Additional help is due these WOC employees who expect their guidance and assistance to come from Interior, and unless this help is provided, the organization and planning soon lapses and be-

comes ineffective. Considerable travel is required and the funds provide for this together with that required for communications, printing, security clearances and the necessary supplies, and other services.

A small increase, or $3,300, is requested also to cover communications, increased per diem cost, and some increased travel of the Assistant Secretary and his staff. This is urgently needed to provide on-the-ground information and guidance for the many problems which arise in the water and power operations of the Department.

(*b*) *Assistant Secretary for Mineral Resources, $189,700*

The estimate for the Assistant Secretary for Mineral Resources, which includes an increase of $24,500, provides for the salary and expenses of the Assistant Secretary and a staff of 16 employees. The Assistant Secretary discharges the duties of the Secretary with respect to the development and utilization of minerals and fuels, including defense minerals activities. The Assistant Secretary exercises secretarial direction and supervision over the Bureau of Mines, Geological Survey, Office of Geography, Office of Minerals Mobilization, Office of Oil and Gas, Office of Minerals Exploration, and Office of Coal Research.

The estimate includes the addition of a GS–15 position which is needed to provide supervision and support to activities relating to mining conducted by the Bureaus and Offices in the Mineral Resources area. The incumbent would review the mining-related programs of the area; participate in preparation of staff studies relating to the mineral industries; assist in the development of the Department's policies respecting minerals. He would have supervision over the participation of the mineral resources area in programs affecting depressed mining communities undertaken in cooperation with the Area Redevelopment Administration and would serve as Staff Adviser to the Assistant Secretary in matters relating to mining and mineral commodities. Establishment of this position will also entail addition of a secretary GS–5 to the staff of the office. Additional funds totaling $6,500 are required also for accompanying personnel benefits, increased per diem cost and travel needs, and other expenses.

(*c*) *Assistant Secretary for Public Land Management, $216,700*

The estimate, which is an increase of $14,200 over that available for 1962, provides for the salary and expenses of the Assistant Secretary for Public Land Management and a staff of 17 employees assigned to his office. The Assistant Secretary discharges the duties of the Secretary with respect to land utilization and management, territorial affairs, and Indian Affairs. The Assistant Secretary exercises secretarial direction and supervision over the Bureau of Land Management, National Park Service, Bureau of Indian Affairs, Office of Territories, and the Alaska Railroad. Matters requiring the attention of the Assistant Secretary and his staff are continually increasing and many of these require detailed and time-consuming study, visits to the field locations, and meetings with Indian or public groups, and State or local officials. Additional staff to meet this workload is needed and the estimate includes funds for one additional GS–13 staff assistant. Travel costs are increasing also and an addition of $2,800 is included for this.

(*d*) *Assistant Secretary for Fish and Wildlife, $96,800*

The estimate provides for the salary and expenses of the Assistant Secretary for Fish and Wildlife and seven employees of his office. An increase of $800 is included to cover increased per diem cost. The Assistant Secretary for Fish and Wildlife discharges the duties of the Secretary with respect to the development, conservation, and utilization of the fish and wildlife resources of the Nation. The Assistant Secretary exercises secretarial direction and supervision over the Fish and Wildlife Service.

(*e*) *Resources Program Staff, $450,000*

The estimate for the fiscal year 1963 is an increase of $1,500 over the total available for 1962. The Resources Program Staff consists of highly qualified professional employees with varied backgrounds of training and experience in economics, engineering, political science, international affairs, forestry, soil conservation, fish and wildlife, water, power, and public lands who have a broad familiarity with all programs, policies, and procedures of the Department in addition to specialized knowledge of one or more particular fields. The Staff provides advisory services to the secretariat and Bureau chiefs upon request and provides central staff service to the Secretary and Under Secretary in program planning. Also, the participa-

tion of the Secretary and Under Secretary in meetings of high level policymaking groups requires staff services which the Resources Program Staff provides, involving assembly of data, preparation of necessary reports, and briefing.

The Staff provides, in addition, departmental liaison with the field committees of the Department, with the Bureau of the Budget on coordination of statistical standards, and with other Federal agencies on program matters of mutual concern which are regional, national, or international in character. It reviews planning reports initiated within Interior or submitted to Interior by other agencies. It coordinates the participation of Department representatives on interagency committees dealing with program and policy matters. And it includes staff members who provide central staff services in connection with the coordination and direction of the Department's participation in international activities (concerned with foreign trade and technical assistance in the natural resources field).

The objectives of the Resources Program Staff are: (1) To provide competent advisory staff service available for consultation, assistance, and advice to the secretariat and Bureau chiefs; (2) to provide central staff service to the Secretary and Under Secretary in program planning; and (3) to provide a means of coordinating the activities of the various Department bureaus in the field and in Washington and to activities of the Department with those of other Departments and agencies.

The only increase is $1,500 to cover increased per diem cost.

3. Administrative management services

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(*a*) Administrative Assistant Secretary	$60,019	$63,600	$64,100	+$500
(*b*) Division of Budget and Finance	157,229	183,200	185,200	+2,000
(*c*) Division of Management Research	124,626	126,400	163,500	+37,100
(*d*) Division of Property Management	71,277	71,800	83,600	+11,800
(*e*) Division of Personnel Management	316,635	318,300	318,700	+400
(*f*) Division of Administrative Services	485,064	484,900	485,000	+100
(*g*) Division of Security	34,848	41,500	41,600	+100
(*h*) Division of Inspections	112,341	102,700	143,800	+41,100
(*i*) Correspondence Management Control	55,053	44,300	44,300	----------
Total	1,417,092	1,436,700	1,529,800	+93,100

(*a*) *Administrative Assistant Secretary, $64,000*

Provision is made for the salary and expenses of the Administrative Assistant Secretary and a small staff of four employees in his office in this estimate. The Administrative Assistant Secretary discharges the duties of the Secretary with respect to administrative management functions in the Department, and directs and supervises the divisions listed above. An increase of $500 is provided to cover increased per diem cost.

(*b*) *Division of Budget and Finance, $185,200*

The estimate for the Division of Budget and Finance will provide for the salaries and expenses of 15 employees and includes an increase of $2,000. The Division has primary staff responsibility for the budget and finance activities of the Department including internal audits. It performs a liaison function with the Bureau of the Budget and the Appropriation Committees of the Congress on all appropriation matters for the Department. It also has general direction of the development, preparation, and execution of the Department's budget and participates in determinations relating to Department programs and evaluations of the programs in terms of budget requirements. The Division has the responsibility for improving and developing accounting systems and establishing and effectuating internal audit programs in the various bureaus and offices of the Department. The organization of the Division consists of the Office of the Director and two branches covering budget and finance.

An increase of $2,000 in travel funds is needed in order that staff of this Division be able to make scheduled trips to field installations of the bureaus, and also to cover the increase in per diem costs. The operations of the Department are decentralized. It is important that staff examiners in both budget and finance make periodic and continuing examinations in the field to insure that financial programs are being carried out in accordance with established procedures and on the basis approved by the Congress in annual appropriation acts. Such

examinations would also allow for improvement in the formulation and execution of accounting and budgeting programs through closer liaison between staff and operating officials.

(c) *Division of Management Research, $163,500*

The increase over 1962 in this estimate is $37,100. The Division of Management Research is responsible for the improvement of management and organization throughout the Department including the management improvement, incentive awards, and departmental committee management programs, conduct of management surveys, and the management of a system of secretarial directives including orders, manuals, handbooks, Federal Register documents, and other written instructions. Advice is provided through a consultative service to the bureaus and offices on these matters as well as those relating to organization, electronic data processing, and general management operations.

The activities of the Department are continually expanding and becoming more complex. This raises many problems requiring management research assistance, and the emerging workload is such that additional staff is required if an adequate level of assigned responsibilities is to be performed. The use and application of data processing, operations research, and other management science techniques to the operations of the Interior Department also require careful analysis and study. In order to meet these needs, an increase of $37,100 is requested to provide for three additional positions, related personnel benefits, and other expenses. The positions would be a GS–14 management analyst to supervise the expanding directives and paperwork management program, a GS–14 management analyst who could devote full time to leadership in the application of data processing and other new techniques, and a GS–7 management analyst who would serve as junior staff assistant on rotating assignment throughout the Division.

(d) *Division of Property Management, $83,600*

An increase of $11,800 is provided for in this estimate. The Division has primary staff responsibility for all property management activities of the Department. These include development of policy standards and objectives, providing staff guidance and direction, review and appraisal of the procedures and activities of the Department relating to procurement, utilization, and disposition of real and personal property, construction contracting, quarters and subsistence, records and forms management, and radio frequency use and assignment. The staff of the Division represents the Secretary in interdepartmental property management activities and performs periodic field examinations of bureau activities relating to property management.

During the fiscal year 1963, it is proposed to add one supply management analyst (GS–9) and one clerk-stenographer (GS–5) to handle new inventory controls and to assist in the development of improved and expanded reporting procedures in other phases of property and records management. On the basis of tests which have already been completed, it is planned to develop and install more precise cost controls over warehousing and supply storage operations, including stock purchasing standards, throughout the Department. It is believed that this effort will produce significant savings and better control over inventory assets. Additional emphasis will be applied to establishment of more accurate inventories of real property under the jurisdiction of the Department, including a realistic appraisal program in each bureau having real property management responsibility. The additional staff requested will make it possible to accomplish these and other objectives and to realize such savings as may result from additional improvements in all phases of property and records management. The total increase for the salaries, personnel benefits, and per diem cost is $11,800.

(e) *Division of Personnel Management, $318,700*

An increase of $400 is included to cover the increase in per diem cost. The Division of Personnel Management is made up of a staff of 32 employees. The Division provides departmental leadership and staff guidance in the development and maintenance of a comprehensive personnel management program throughout the Department; develops policies, standards, objectives, and programs designed to establish and maintain an adequate, qualified, and efficient working force; provides general direction of a comprehensive program of personnel administration including position classification, labor relations, wage administration, employment, training, employee relations, inspection, personnel standards, procedures and records and safety and health; coordinates bureau personnel programs; and plans and stimulates studies of personnel management improvement including executive development and training.

(f) Division of Administrative Services, $485,000

The estimate provides for the salaries and expenses of 73 employees. The only increase is $100 for increased per diem cost. The Division of Administrative Services under the direction of the Chief Clerk of the Department, formulates and develops policies and procedures and provides coordination for a program of administrative services for the Department, and administers centralized services for the Department on such matters as space, printing, duplicating, library, health, communications, and storage and shipping of office supplies and forms. The Division also provides administrative services such as fiscal, personnel, mail, file, messenger and procurement, for the Office of the Secretary, Office of the Solicitor, Office of Oil and Gas, Office of Minerals Mobilization, Office of Saline Water, Office of Geography, Office of Minerals Exploration, and Office of Coal Research.

(g) Division of Security, $41,600

A staff of four employees is provided for in this estimate, which is $100 more than provided for 1962. The Division of Security has primary staff responsibility for the establishment and maintenance of security throughout the Department. This includes development of policies, procedures, and regulations for the administration of the Department's personnel security program, the security of classified documents and materials, and the physical security of all types of facilities and equipment for which the Department has responsibility. It is responsible for the coordination and development of policies and procedures for natural disaster planning and for the establishment and maintenance of a radiological monitory program designed to protect the personnel and facilities within the Department. It represents the Department before other agencies of the Government with respect to security, disaster, relief, and radiological monitoring matters.

(h) Division of Inspection, $143,800

The estimate for 1963 includes increases of $41,100. The Division of Inspection, with two Branches, Investigations and Inspections, has primary staff responsibility for all inspection and investigation functions of the Department. Included are development of the policy, reporting, and procedural requirements of the Department's inspection program; preparation of instructional material; enforcement of inspection policies and procedures; liaison with external agencies on inspection matters; coordination of bureau inspection activities; conduct of special inspections, investigations and reporting on alleged irregularities; and handling of cases arising in connection with the nondiscriminatory employment policy.

The Division of Inspection, Branch of Investigations, emphasizes positive management as a deterrent for wrongdoing. The Division, as such, furnishes staff services to the Administrative Assistant Secretary in preserving the highest ethical standards in the management of the Department's programs and in the deportment of its employees. Executive Order 10939 has placed increased emphasis on ethical conduct and, therefore, the investigation-decision time lag must be shortened. To furnish timely, positive, and objective findings, it is necessary that the present staff be strengthened. Funds are requested, therefore, for four additional employees, a GS–14, a GS–12, a GS–7 and a GS–5, and related personnel benefits, travel, and other expenses; in all an increase of $41,100.

(i) Correspondence Management, $44,300

The estimate provides for six employees and some expenses. This unit was established for the purpose of improving the handling of important correspondence in the Department and to avoid delays in replying. It provides centralized responsibility for the determination of disposition of correspondence directed to the secretariat and to the Department of the Interior and all congressional mail directed to the secretariat or the bureaus and offices in Washington. Prompt referral of incoming correspondence is made directly to the bureau or office responsible for initiating the reply, and the departmental correspondence control officer has authority to enforce compliance with deadlines on controlled correspondence at all levels.

4. General services

Subactivity	Available, 1961	Available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) General services	$109,712	$124,200	$125,000	+$1,000

This activity covers general expenses of the Office of the Secretary which it is not practicable to distribute to the various activities under this appropriation. Included are printing and binding, telephone, health and library services, postage, and travel of Members of Congress in connection with examination of field activities of the Department. An increase of $1,000 is requested to cover increased travel costs.

5. Natural resources studies

Subactivity	Available, 1961	Available, 1962	Estimate, 1963	Increase (+) or decrease (−)
(a) Natural resources studies		$200,000		−$200,000

This was a special item provided in the Supplemental Appropriation Act, 1962, to provide funds for transfer to the National Academy of Science which is undertaking and directing a comprehensive study of research relating to the conservation and development of the natural resources of the United States. No funds are requested for this in the fiscal year 1963.

Itemization of estimate—Salaries and expenses, Office of the Secretary

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$2,858,877	$3,385,000	$3,568,000	+$183,000
Unobligated balance lapsing	39,123			
Appropriation	2,898,000	3,385,000	3,568,000	+183,000
Obligations by objects:				
11 Personnel compensation	2,374,254	2,698,500	2,962,400	+263,900
12 Personnel benefits	175,257	200,200	219,900	+19,700
21 Travel and transportation of persons	88,158	109,300	180,300	+71,000
22 Transportation of things	1,437	900	1,200	+300
23 Rent, communication and utilities	35,881	35,900	41,000	+5,100
24 Printing and reproduction	39,732	40,800	45,500	+4,700
25 Other services	10,000	8,000	9,000	+1,000
Services of other agencies	60,510	251,300	59,100	−192,200
26 Supplies and materials	33,028	27,300	28,600	+1,300
31 Equipment	40,620	12,800	21,000	+8,200
Total obligations	2,858,877	3,385,000	3,568,000	+183,000

Obligations by activities and objects, fiscal years 1962 [1] and 1963

	Fiscal year	Personnel compensation	Personnel benefits	Travel and transporton of persons	Transportation of things	Rent, communications and utility services	Printing and reproduction	Other services	Supplies and materials	Equipment	Total, other obligations	Total obligations
1. Departmental direction:												
(a) Office of the Secretary	1962	$309,700	$20,800	$13,300	----------	$2,000	$2,400	$3,200	$2,300	$2,500	$46,500	$356,200
	1963	326,600	22,100	42,200	----------	4,200	5,600	3,200	2,500	10,000	89,800	416,400
(b) Office of the Under Secretary	1962	60,800	4,100	5,000	----------	300	400	600	600	300	11,300	72,100
	1963	67,200	4,600	7,000	----------	600	700	1,000	600	300	14,800	82,000
(c) Division of Information	1962	67,000	4,500	900	----------	200	1,000	2,800	1,800	200	11,400	78,400
	1963	176,800	12,400	2,100	----------	300	2,500	3,300	2,000	500	23,100	199,900
Total, departmental direction	1962	437,500	29,400	19,200	----------	2,500	3,800	6,600	4,700	3,000	69,200	506,700
	1963	570,600	39,100	51,300	----------	5,100	8,800	7,500	5,100	10,800	127,700	698,300
2. Program direction and coordination:												
(a) Water and power	1962	178,800	12,400	9,700	----------	500	1,600	1,100	600	500	26,400	205,200
	1963	209,600	14,800	21,500	$300	2,500	2,900	7,500	1,900	500	51,900	261,500
(b) Mineral resources	1962	142,400	9,900	8,500	----------	400	1,200	1,200	1,100	500	22,800	165,200
	1963	160,400	11,300	12,000	----------	600	1,200	2,400	1,300	500	29,300	189,700
(c) Public land management	1962	174,300	11,600	13,000	----------	500	500	1,200	900	500	28,200	202,500
	1963	184,900	12,400	15,000	----------	800	500	1,700	900	500	31,800	216,700
(d) Fish and wildlife	1962	79,100	5,000	6,500	----------	300	2,400	1,500	700	500	16,900	96,000
	1963	79,100	5,000	8,300	----------	300	1,800	1,100	700	500	17,700	96,800
(e) Resources program staff	1962	396,600	27,200	14,000	----------	800	2,000	4,000	2,000	1,900	51,900	448,500
	1963	396,600	27,200	15,500	----------	800	2,000	4,000	2,000	1,900	53,400	450,000
Total, program direction and coordination	1962	971,200	66,100	51,700	----------	2,500	7,700	9,000	5,300	3,900	146,200	1,117,400
	1963	1,030,600	70,700	72,300	300	5,000	8,400	16,700	6,800	3,900	184,100	1,214,700
3. Administrative management services:												
(a) Administrative Assistant Secretary	1962	52,700	3,800	5,000	----------	200	400	700	400	400	10,900	63,600
	1963	52,700	3,800	5,500	----------	200	400	700	400	400	11,400	64,100
(b) Division of Budget and Finance	1962	165,600	11,500	2,500	----------	100	2,000	300	1,000	200	17,600	183,200
	1963	165,600	11,500	5,500	----------	100	1,500	300	500	200	19,600	185,200
(c) Division of Management Research	1962	114,700	8,100	2,200	----------	----------	400	500	300	200	11,700	126,400
	1963	144,500	10,300	6,300	----------	----------	700	700	500	500	19,000	163,500
(d) Division of Property Management	1962	62,700	4,200	2,600	----------	100	1,000	600	500	100	9,100	71,800
	1963	73,400	5,000	3,300	----------	100	600	600	500	100	10,200	83,600
(e) Division of Personnel Management	1962	291,100	19,900	2,900	----------	200	1,200	1,200	1,600	200	27,200	318,300
	1963	291,100	19,900	4,100	----------	200	1,000	1,000	1,200	200	27,600	318,700
(f) Division of Administrative Services	1962	439,500	30,200	800	100	100	1,800	2,900	8,000	1,500	45,400	484,900
	1963	439,500	30,200	900	100	100	1,800	2,900	8,000	1,500	45,500	485,000

See footnote at end of table, p. 562.

Obligations by articles and o'je.ts, fiscal years 1962[1] *and 1963*—Continued

	Fiscal year	Personnel compensation	Personnel beneqts	Travel and transportation of persons	Transportation of things	Rent, communications and utility services	Printing and reproduction	Other services	upplies and materials	Equipment	Total, other obligations	Total obligations
3. Administrative management services—Con.												
(g) Division of Security	1962	$37,600	$2,500	$400	----------	$100	$400	$100	$300	$100	$3,900	$41,500
	1963	37,600	2,500	900	----------	100	200	100	200	----------	4,000	41,600
(h) Division of Inspection	1962	85,800	5,800	10,000	----------	100	100	400	400	100	16,900	102,700
	1963	116,700	8,200	17,200	----------	100	100	600	600	300	27,100	143,800
(i) Correspondence management control	1962	40,100	2,300	----------	----------	----------	----------	----------	1,800	100	4,200	44,300
	1963	40,100	2,300	----------	----------	----------	----------	----------	1,800	100	4,200	44,300
Total, administrative management services	1962	1,289,800	88,300	26,400	$100	900	7,300	6,700	14,300	2,900	146,900	1,436,700
	1963	1,361,200	93,700	43,700	100	900	6,300	6,900	13,700	3,300	168,600	1,529,800
4. General services	1962	----------	16,400	12,000	800	30,000	22,000	37,000	3,000	3,000	124,200	124,200
	1963	----------	16,400	13,000	800	30,000	22,000	37,000	3,600	3,000	125,200	125,200
5. Natural resources studies	1962	----------	----------	----------	----------	----------	----------	200,000	----------	----------	200,000	200,000
	1963	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------	----------
Grand total	1962	2,698,500	200,200	109,300	900	35,900	40,800	259,300	27,300	12,800	686,500	[1] 3,385,000
	1963	2,962,400	219,900	180,300	1,200	41,000	45,500	68,100	28,600	21,000	605,600	3,568,000

[1] Amounts for 1962 do not include $50,500 transferred from Office of Emergency Planning for defense activities.

PREPARED STATEMENT

Chairman HAYDEN. You may proceed.

Mr. BEASLEY. Mr. Chairman, I have a prepared statement I will insert in the record, and I will give the highlights of the estimate.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

STATEMENT BY D. OTIS BEASLEY, ADMINISTRATIVE ASSISTANT SECRETARY, DEPARTMENT OF THE INTERIOR

Mr. Chairman and members of the committee, the budget estimate for the Office of the Secretary for the fiscal year 1963 is in the total amount of $3,568,000 which is a net increase of $132,500 over the funds available for the current fiscal year. This net increase consists of several items of increase totaling $332,500 less a deduction of $200,000 for the nonrecurring item of the special study of the natural resources research program provided for in the 1962 appropriation.

As you are aware, this appropriation finances at the Secretarial level the general administration of the Department. Expansion of the Department's water, mineral, land, and Indian and territorial programs has resulted in increasing the Secretary's responsibility not only with respect to the development of long-range plans but after their development to see that they are carried out wisely and in the most economical and efficient manner. It is essential, therefore, that the Secretary have an able staff to provide him with an informed and effective leadership and responsible supervision of the various bureaus with their diversified activities.

Throughout the country there is increasing recognition that conservation of our natural resources extends directly or indirectly into every household, school, and industry. As a result, public requests for information about the whole range of the Department's conservation activities has grown tremendously. In order to meet effectively this need for a wide variety of informational material—information releases, publications, films, educational pamphlets—we are asking for an increase of $121,500 for the Division of Information. By assuring the preparation in a form to meet the public requirements of the material needed, the Department will be better able to perform the information function that is an essential part of its overall mission. Through closer coordination of bureau activities in such areas as publications and visual media, wasteful duplication of effort will be eliminated.

The other major item of increase is that for the defense activities of the Department which are provided for in this budget rather than in the estimate for the Office of Emergency Planning (formerly OCDM) as was done in prior years. The amount of $106,500 requested for this purpose represents an increase of $56,000 over the $50,500 available for the current year and is primarily for two additional positions for directing the electric power activities and for travel of Interior personnel to provide direction, coordination, and training for industry and Interior personnel.

The balance of the increase is for additions to staff and related expenses to give adequate staff assistance to the Under Secretary, the Assistant Secretary for Mineral Resources, the Assistant Secretary for Public Land Management, and the Administrative Assistant Secretary.

This committee is aware of the complex and varied matters which reach the Secretary for decision. In many—if not most—occasions these matters cross responsibilities of more than one bureau within the Department. The Secretary must have facts upon which he must act in making his decisions. Competent staff assistance at the secretarial level is necessary to bring important and essential information to the Secretary's attention.

I want to assure this committee that adequate staff facility does not, and will not, act as a bar to the close relationship of the secretariat with bureau head's. On the contrary, the single purpose of staff assistance is to supply the secretariat with the means whereby coordination of the farflung activities of the Department may be assured.

Two additions in the appropriation language are requested; one is for authorization to replace a passenger motor vehice at a cost of not to exceed $3,000. This automobile is for the use of the Secretary and the Under Secreatry and would replace one that is approximately 15 years old. The other would permit the use

of not to exceed $2,000 for official reception and representation expenses. The Secretary, by reason of his office, is continually meeting with State and local officials, foreign dignitaries, or other groups. Common courtesy demands that luncheon invitations or other forms of hospitality be extended to these officials. Approval of the language requested would relieve the Secretary of the financial burden of paying from personal funds the costs of these responsibilities which are of direct benefit to the Government. Other Government agencies have been faced with this problem and have received authority to use appropriated funds for this purpose. No increase in funds is requested for this or the automobile.

General Statement

Mr. Beasley. This is the appropriation item that finances the general executive direction of the Department, and includes the funds for salaries and expenses of the Secretary and other members of the secretariat and the staff with responsibilities performed at the departmental level.

INCREASE REQUESTED

Over the years there have been no increases in this appropriation item except for two units in the 1962 appropriation, and with the exception of increases to cover pay raises.

We are asking for certain increases this year to meet the demands upon the staffs in some of the offices. Our total increase is as you have indicated, and is broken down into certain broad categories, such as additional personnel, per diem, increases in travel expense, other expense, and defense activities.

PERSONNEL

The increases in personnel are requested for the Office of the Under Secretary, the Division of Information, the Assistant Secretary for Mineral Resources, the Assistant Secretary for Public Land Management, and under the Office of Administrative Assistant Secretary, for the Division of Management Research, Division of Property Management, and the Division of Inspection.

PER DIEM ALLOWANCE

I will be glad to go into such details as you wish.

The increase requested for per diem is based on the additional per diem allowance authorized in the last session of Congress; and while in general the Department is absorbing these costs, this is an item which it is difficult or impractical to absorb, because of the small appropriation involved, and to absorb it would be at the expense of positions which we feel are very important to the Secretary and the management of the Department.

TRAVEL

We are also asking for some increase in general travel, which results from our experience that there are increasing demands on the part of the public for the Secretary and other members of the secretariat to appear in various parts of the United States to discuss matters of importance or to attend meetings or conventions.

LANGUAGE CHANGES

The only other item which I will make specific reference to is the defense activities. This is an item that in the last several years has been financed by transfer of funds from what was OCDM, now the OEP.

Chairman HAYDEN. You have been obtaining funds for transfer?

Mr. BEASLEY. We have been obtaining funds by transfer in the past, but this year the Budget is proposing that the funds be appropriated directly to the Department.

We are asking for two language changes, one which would permit us to exchange an automobile that has been in use for 15 years. We think the time has come to replace it. It is one that is used for the Secretary and Under Secretary.

REPRESENTATION ALLOWANCES

A second language change is one that would permit the Secretary to use up to $2,000 for reception and representation expenses. This is an expense that he has had to bear personally in the past, and we have included this provision this year, which would enable the Secretary of the Interior to use up to $2,000 for this type of expense.

Many other Government agencies already have this type of authority, and those that do not—it is my understanding that provision is being made in their appropriation language for 1963.

Chairman HAYDEN. We thank you for your statement, sir.

Mr. BEASLEY. Thank you, Mr. Chairman.

OFFICE OF THE SOLICITOR

STATEMENTS OF FRANK J. BARRY, SOLICITOR; EDWARD W. FISHER, DEPUTY SOLICITOR; AND EDITH A. MAHON, ADMINISTRATIVE OFFICER

BUDGET ESTIMATE

Chairman HAYDEN. The budget estimate for 1963 for the Office of Solicitor is $3,747,000. This is an increase of $255,000 over the appropriation for fiscal year 1962. The justification for this estimate will be included in the record.

(The justification follows:)

SALARIES AND EXPENSES

All legal services required by the bureaus and offices of the Department are furnished by the Office of the Solicitor. With the steady increase of business, the demands upon the Solicitor's Office have long since exceeded its capacity to perform with efficiency and dispatch at its present strength. The result is lengthening delays in attention to all matters except those having the highest priority. There is a direct correlation between the activity of the agencies and bureaus and the demands on the Solicitor's services. Whatever the cause may be, there is much activity in the agencies presenting an ever-increasing volume of legal problems. As examples, land appeals have increased from 156 in 1956 to an estimated 650 in 1962; the saline water and coal research activities have been greatly increased, with important legal implications. Delaware Basin and petroleum defense programs are examples of new activities requiring continuous legal

attention. Preparations are being made for expected litigation in matters involving oil-shale contests, excess lands problems, and fraudulent oil and gas leasing.

The size of the budget estimate for the Office of the Solicitor for the 1963 fiscal year, therefore, is designed to increase the ability of the law office to supply the needs of the agencies. The estimate provides for an increase of $255,000 to be used where the need is greatest.

Salaries and expenses

Appropriation, 1961	$3, 475, 000
Appropriation, 1962	3, 492, 000

SUMMARY OF INCREASES, 1963

Legal services:	
Additional staff with supporting expenses to meet increased responsibilities and workload	+255, 000
Budget estimate, 1963	3, 747, 000

Analysis by activities

Activity	Amount available, 1961	Appropriation, 1962	Estimate, 1963	Increase (+) or decrease (−)
Legal services	$3, 412, 648	$3, 492, 000	$3, 747, 000	+$255, 000
Unobligated balance lapsing	62, 352			
Total	3, 475. 000	3, 492, 000	3, 747, 000	+255, 000

JUSTIFICATION

The budget estimate for legal services in the 1963 fiscal year provides for an increase in funds of $255,000, for the following purposes:

(1) $41,721 to increase the man-year services in authorized positions.

(2) $145,579 to add 10 professional and 16 clerical positions to the existing number of authorized positions.

(3) $13,200 to cover personnel benefits costs.

(4) $54,500 to cover additional office maintenance costs.

As it is the function of the Office of the Solicitor to furnish the legal services associated with the administration of the programs and activities of the Department, the budget requirements of the Office necessarily are directly influenced by the operations of the bureaus and offices. In the current fiscal year, the agencies have moved and are continuing to move into new and expanded activities, with emphasis on their acceleration in many instances. In the 1963 fiscal year, substantially greater dimensions are in contemplation according to the forecasts of the agencies.

If timely and competent legal assistance is to be rendered proportionate to demands, the staff of lawyers and auxiliary personnel cannot remain static. The legal business stemming from the stepped-up programs of the Department in the last fiscal year showed a notable increase, there having been an incoming volume of over 150,000 matters as against some 139,000 in the previous year. Unrevealed in the statistical comparison is the important fact that the character of the workload, in preponderant part, was marked by the highly complicated type of legal problem accompanied by the urgency of prompt solution. Demands of this sort, in their variety and scope, are arising in virtually all areas of departmental activity and they are settling into a pattern of work pressures for which the staff capacities of the office are not equal.

This estimate accordingly is designed to overcome the present shortages in manpower resources and to raise the general level of legal services to a point more reasonably related to the requirements of the bureaus and offices. In part, the funds requested will enable the office to maintain a higher-year employment in authorized positions than can be financed within the limits of the current year appropriation. Among the benefits will be the discontinuance of prolonged delays in hiring replacements of departing employees in instances of substantial terminal leave costs and the alleviation of the resulting loss in the continuity of services.

In the departmental service, additional positions are provided for the Branch of Land Appeals and the Branch of Patents. In the category of land appeals, the caseload has been increasing at a rapid rate and the backlog of cases has grown from 211 at the beginning of the last fiscal year to 474 to date. This alarming backlog and its continued growth in the months ahead will remain to be disposed of irrespective of any changes in appellate procedures that may result from current studies. In fact, revising the appellate process is not seen as likely to influence in any marked degree the number of attorneys that are essential to the workload requirements at the departmental level. What is proposed in this estimate, therefore, is the addition of two attorneys and two clerks to the work force of the Branch as a basic need of a continuing nature in any future determinations respecting the decision-making processes.

The proposal to strengthen the small staff of the Branch of Patents derives its justification from the advancements that are being made by the Department in scientific, technologic, engineering, and other fields involving experiments and research. In both volume and complex technical matter, the patent work has been increasing with the passage of time. To avoid costly delays, which could run into the seriousness of abandonment of patent applications, it is clear that a patent attorney, with a specialization in one or more of the technical fields in which he would be engaged, must be hired along with a clerk-stenographer to aid the work of the Branch.

In the field, most of the offices are understaffed in either professional or clerical services, or both. Generally, the impact of acceleration in departmental programing is causing difficulty in meeting service demands. In some of the offices—the Portland regional office in particular—priority scheduling of the bureaus' legal business has become necessary with the result that attention to many matters important to the progress of the Department's programs is having to be deferred.

The list below identifies the positions and their locations included in this estimate for the relief of the situation in the field. Among the positions are three probate clerk, GS–5, positions to be respectively stationed in Aberdeen, Billings, and Portland. Services in these positions will help to offset the burdens that are falling upon the hearing examiners in the issuance of formal orders to correct errors in inventories of trust property in prior probate decisions. These errors are being discovered in substantial number through the operation of the new land records improvement program of the Bureau of Indian Affairs. Since the major portion of the Bureau's program will be completed in the fiscal year 1964, the need for the services of these clerks should be concluded by the end of that year.

	Grade	Number
Denver region:		
Denver regional office:		
Clerk-typist	GS-3	2
Clerk	GS-3	1
Total		3
Minneapolis field office:		
Field solicitor	GS-13	1
Stenographer	GS-4	1
Total		2
Salt Lake City field office: Stenographer	GS-4	1
Total		1
Gallup hearing examiner:		
Stenographer	GS-5	1
Do	GS-3	1
Total		2
Billings hearing examiner: Probate clerk	GS-5	1
Total		1
Aberdeen hearing examiner: Probate clerk	GS-5	1
Total		1
Subtotal, Denver region		10
Portland region:		
Portland regional office:		
Attorney-adviser	GS-11	2
General attorney	GS-9	2
Stenographer	GS-5	1
Total		5
Portland hearing examiner: Probate clerk	GS-5	1
Total		1
Subtotal, Portland region		6
Sacramento region:		
Sacramento regional office: Attorney-adviser	GS-11	1
Total		1
Tulsa region:		
Tulsa regional office: Stenographer	GS-4	1
Total		1
Amarillo field office:		
General attorney	GS-9	1
Stenographer	GS-3	1
Total		2
Subtotal, Tulsa region		3
Total, field service		20

In summary, the cost of the new positions in the Washington headquarters office is estimated at $39,645 and those in the field, $105,934. The total personnel benefits costs incident to these positions will require an additional $13,200.

To support the office on the scale of operations that must be reached to discharge the obligation to furnish adequate legal services to the bureaus and offices, an increase in other expenses to the extent of $54,500 is estimated. In the travel item, approximately $10,000 is attributable to the rise in per diem allowances.

Itemization of estimate—Office of the Solicitor, salaries and expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$3,548,639	$3,622,000	$3,877,000	+$255,000
Advances and reimbursements from other accounts	−135,991	−130,000	−130,000	
Unobligated balance lapsing	63,352			
Total (appropriation)	3,475,000	3,492,000	3,747,000	+255,000
Obligations by objects:				
11 Personnel compensation	2,992,708	3,115,350	3,302,650	+187,300
12 Personnel benefits	222,190	229,550	242,750	+13,200
21 Travel and transportation of persons	84,830	88,500	110,000	+21,500
22 Transportation of things	8,725	4,000	5,000	+1,000
23 Rents, communications, and utility services	53,472	53,400	56,400	+3,000
24 Printing and reproduction	28,527	24,000	30,000	+6,000
25 Other services	8,336	7,000	8,000	+1,000
Services by other agencies	59,818	51,500	60,000	+8,500
26 Supplies and materials	20,467	13,200	22,200	+9,000
31 Equipment	69,566	35,500	40,000	+4,500
Total obligations	3,548,639	3,622,000	3,877,000	+255,000

PREPARED STATEMENT

Chairman HAYDEN. You may proceed with your statement, Mr. Citizen of Arizona.

Mr. BARRY. Mr. Chairman, I have submitted a prepared statement, which I have placed in the record, and I would like to expand on it.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

STATEMENT OF FRANK J. BARRY, SOLICITOR, DEPARTMENT OF THE INTERIOR

Mr. Chairman and gentlemen of the committee, I appreciate the opportunity to present the appropriation request of the Office of the Solicitor.

The request includes $255,000 in excess of the amount appropriated for the present year. I believe that the request is conservative, and that a larger request could well have been justified. I believe that I can demonstrate this to you today.

As our society is developing over the years, two forces seem to require a continuing increase in the number of people involved in doing the work of the Government. The first is the increase in the bulk of the work done by the Government; the second is the increase in the need for specialists to do the work. Of course, as the business of the Department of the Interior has increased in bulk and in intensity, the work of the lawyers for the Department of the Interior has also increased. In years past the lawyer who advised you in your business affairs, helped prepare your income tax returns, represented you in court, and finally probated your estate was one and the same person. Now that is all changed for specialization has reached the field of law.

Having come from private practice, I had heard, and perhaps echoed the familiar complaint, that the business of Government is conducted too slowly. When I entered upon my duties as Solicitor for the Department of the Interior, I found what I considered to be one of the main causes of delay; the volume of work is simply too great for the number of people provided to do it. I have been in the Solicitor's Office for a little more than a year. I think I have been sincerely concerned with the problem of cost of Government. I think I can say honestly that no change of policy in employment and no change of method in management could increase the output of my office without the addition of more people to do the work.

A number of important and time-consuming activities have been carried on in my office during the last year which were not anticipated, and could not have been

anticipated, when the 1961 and 1962 budget requests were made. Some of these are enumerated in the justification you have before you. The details of one such activity are illustrative of many of the others. Early in the session last year, bills were introduced in the House and the Senate for the approval of the Delaware River Basin compact. In many respects this was a unique compact between States. It had been negotiated by the States of New York, Pennsylvania, New Jersey, and Delaware without consultation with many of the interested agencies in the Federal Government. Yet the Federal Government was proposed to become a member of the Delaware River Basin Commission with one vote in five on matters coming before the commission. Furthermore, the compact authorized the Commission to construct and operate water resources projects and facilities within the basin. This, too, was a radical departure from the past where commission activity had been limited to advisory planning. No precedent existed for such a compact. Significantly, the bill was accompanied by an elaborate treatise on its constitutionality prepared by distinguished law professors.

The reaction in the executive departments approximated mild panic. However, the administration, recognizing the need for, and the many fruitless efforts in the past to coordinate, the water resources of the Delaware Basin, was sympathetic. The executive departments, including the Department of the Interior, were instructed to find means whereby the compact legislation might be supported by reserving areas of essential Federal interest. President Kennedy designated Secretary Udall as the person through whom negotiations with the basin States should be conducted.

The greater burden of this responsibility fell on personnel in my office. Four members of my staff spent extreme time and energy in study and negotiation, not only with representatives of the basin States but in numerous large meetings of representatives of the various Federal agencies in Washington. In due course, reservations satisfactory to the United States and acceptable to the particular States involved were hammered out and incorporated in the Act which was finally approved last September. A short time later the President designated Secretary Udall as the Federal representative on the Delaware River Basin Commission. The immediate pressure of our Delaware River Basin work has somewhat abated since the adoption of the bill. However, the Commission is now getting organized and I could easily assign one man full time to the legal matters arising out of Secretary Udall's new responsibility as Federal representative.

In addition to the extraordinary and unanticipated duties which have fallen upon the Office of the Solicitor in the last year, and which I must prudently expect to be joined by others in the 1963 fiscal year, there has been an increased activity in the various bureaus and agencies within the Department. My office provides all of the legal services to the various agencies and bureaus in the Department of the Interior. The more business the agencies have the more legal assistance they call for and our budget must keep pace with their activities.

There are some areas in the Solicitor's Office where increases of grade and pay have been neglected so that the occupants of various positions are now earning less and have less future prospects than are available to them in other departments of Government. No doubt you are aware that the Department of Health, Education, and Welfare is now employing hearing examiners in connection with the social security program. We have long considered it necessary for us to apply to the Civil Service Commission to increase the grade of our Indian hearing examiners. They are now in grade 12. The Department of Health, Education, and Welfare is offering hearing examiners a grade of GS–14. Many of our hearing examiners, men who are experienced and not readily replaceable have applied for the jobs now available in Health, Education, and Welfare. We can no longer delay in raising their pay to induce them to stay with us.

Prior to 1954, most of the lawyers in the Department of the Interior were employed by the various bureaus and agencies of the Department. In that year the Office of the Solicitor was expanded and all lawyers were brought within a single organization, the present Solicitor's Office. In terms of efficiency, economy, and superior service to the Department, I think the integration of the Solicitor's Office was a good thing. Not only is there a better communication between the Secretary and the lower echelons of the Department through the Solicitor's Office, but there is better coordination and better supervision of the legal activities of the Department.

However, until the integration of the Office the lawyers have never had serious budgetary problems. For example, in the years after World War II the Bureau of Reclamation had a budget in the neighborhood of $250 million per year. From this sum lawyers were employed, together with all the other personnel.

In 1952, there were 13 lawyers in the Office of the Chief Counsel of the Bureau of Reclamation in Washington. Today there are seven lawyers doing the same work in my Division of Water and Power under the Associate Solicitor for Water and Power. In January 1952, there were 90 lawyers employed in Washington in the Department of the Interior and 135 lawyers employed in the field. This is a total of 225 lawyers in the Department. In the next year the total rose to 227. Now in Januray 1962, we have 75 lawyers in Washington and 117 lawyers in the field working for the Department of the Interior, a total of 192. This is a reduction of 35 lawyers since January of 1953.

I think that this reduction has been due in part to the increased efficiency of an integrated office. On the other hand, I assure you that while diligence and efficiency and devotion may be expected from the Solicitor's Office, that alone cannot do the job. I am compelled to ask that our budget request be granted.

General Statement

Mr. Barry. I believe, in the justification we indicate in what offices we are requesting personnel increases, that is, which will require this additional appropriation.

Rather than deal with them individually in this statement, I would just like to give the committee an idea of what our problem is as lawyers in the Department.

It is awfully difficult to justify a budget in advance of knowing what is going to come up that is going to require additional services, and that depends on what appropriations are made or what happens in the next fiscal year.

DELAWARE RIVER BASIN COMPACT

To give some examples, I touched on one in the prepared statement, that is, the Delaware River Basin compact, which was entirely unexpected, unbudgeted for, and required the almost continuous services of four people in my office at the time it was pending in Congress.

There are several others that have come up in the last year that I have been in the Office that were not anticipated. At least, they were not covered by any previous budget request, but they required so much time that the impairment of the efficiency of the Office is such that it is seriously affected unless we have additional personnel to handle these matters.

Where the difficulties have become most critical as a result of the emergencies that have developed, we have gotten into a situation where there are serious backlogs that impair the efficiency of the Government. I believe that we have to keep pace with the other departments of Government.

LEGAL STAFF FOR BUREAU OF RECLAMATION

The Bureau of Reclamation, for example, in 1952, with a budget of around $250 million, had an office of Chief Counsel with 13 lawyers working for the Bureau of Reclamation. Now, since the integration of the Office of the Solicitor, we have a Division of Water and Power with an Associate Solicitor who handles all of the work that was previously done by the Chief Counsel's office and, in addition, has further responsibility for legal matters at the departmental level relating to Bonneville Power Administration, Southwestern Power Administration, and Southeastern Power Administration. This office now has seven lawyers, just a little bit more than half as many as there were in 1952. And yet, the budget for the Bureau of Reclamation

has increased from $250 million to a little more than $340 million. At least, this is the request for fiscal 1963.

Now, we have in the field of saline water and coal research a new and pressing problem which has come up, which has required a great deal of time and which is still in process, having to do with the patent policy to be applied to these very important public programs.

There is considerable confusion in the Departments of Government concerning the patent policy, and they are not at all consistent. There are bills pending in Congress to establish a uniform patent policy, and we have had to sort of hammer one out there, in our Department, which would be consistent with the responsibilities of the Secretary of the Interior and at the same time encourage the activities that Congress is so interested in furthering.

BUREAU OF LAND MANAGEMENT PROBLEMS

In the Bureau of Land Management, we have tremendous assets, of course, which we have to manage. The revenue is in the order of 3 to 1 over the cost of management in the Bureau of Land Management; and largely this work is the work which has to be cleared through the Office of the Solicitor.

Certain problems have come up with that—oil shale in northwestern Colorado and in Utah and Wyoming; the *Davis-Featherstone* cases, which involve problems of fraudulent leasing in years past. The court has recently held that we could not cancel leases for fraud; that we would have to go to court and have them canceled if based on that ground.

The Supreme Court denied certiorari in a 10th circuit court decision to that effect; so we now have an elaborate program in the Bureau of Land Management, which is largely handled by the lawyers, getting the cases ready to submit to the Justice Department.

ADMINISTRATIVE CANCELLATION OF LEASES FOR FRAUD

Chairman HAYDEN. It is strange to me that where there is clearly fraud you cannot cancel without going to court.

Mr. BARRY. Apparently this is it. We canceled some leases which were being held by Pan American Oil Corp. about 2 years ago. The Secretary canceled them for fraud. A dummy had located, and they were in violation of the excess land laws as applicable to oil leasing. The leases were canceled, and suit was filed, and the cancellation was enjoined before it became effective. The case was tried, and the 10th circuit held, the Supreme Court denying certiorari, that we could not cancel for fraud. That is to say, we cannot administratively cancel for fraud. We can do so if we can establish a proper case in court.

This is the effect of the *Davis-Featherstone*, so-called, cases, although actually in court they were the *Pan American* case. Davis and Featherstone were individuals who were active in securing leases in this area. And there are a large number of such leases and a great deal of work involved.

OFFICE OF MINERALS EXPLORATION

I heard at the House Appropriations Committee, the office that was just before us, and it sort of points up the problem that we have

in the Solicitor's Office; it was the Office of Minerals Exploration, and they were discussing the lead and zinc program which has been authorized and asking for money in connection with that program, which is supposed to provide money for small mine operators. And in the course of the discussion, the representative of the Office stated that every one of the contracts is going to require legal review.

Well, so far we do not have anyone in our office doing that work; and from the magnitude of the program as he indicated, it would certainly require practically the full-time services of someone else, whom we cannot even anticipate, because Congress may not appropriate the money, and so forth, that may be required.

I am only indicating that I think we have to keep pace. We have 35 fewer lawyers in the Department of the Interior doing the legal work of the Department than we had in 1952; and that notwithstanding great increases in budget, great increases in activities. I think we have to keep pace, or the entire Department will reduce in efficiency.

I would be happy to answer any questions you have with reference to any statements.

Chairman HAYDEN. I think you have made your case.

Mr. BARRY. Thank you.

OFFICE OF SALINE WATER

STATEMENTS OF CHARLES F. MacGOWAN, DIRECTOR; DR. W. S. GILLAM, CHIEF, DIVISION OF RESEARCH; JOSEPH J. STROBEL, CHIEF, DIVISION OF PROCESSES DEVELOPMENT; ALLEN CYWIN, CHIEF, DIVISION OF DEMONSTRATION PLANTS; AND J. W. O'MEARA, STAFF ASSISTANT TO THE DIRECTOR

BUDGET ESTIMATE

Chairman HAYDEN. The Office of Saline Water.

Mr. MacGowan?

The budget estimate for 1963 for the Office of Saline Water for salaries and expenses is $7,700,000, an increase of $2,445,000. The budget justification will be placed in the record.

(The justification follows:)

OFFICE OF SALINE WATER—SALARIES AND EXPENSES

The Saline Water Act of 1952, as amended (42 U.S.C., 1951–58) and as further amended by Public Law 87–295, approved by President Kennedy on September 22, 1961, provides for a research program for the development of low-cost saline water conversion processes. Public Law 85–883 provides for the construction of at least five saline water conversion plants to demonstrate the reliability, engineering, operating, and economic potentials of the most promising of the presently known processes. The Secretary of the Interior is authorized to carry out the purposes of those acts through such agencies of the Department as he deems appropriate. The Office of Saline Water was established to carry out the research and development program and was assigned the further responsibility of carrying out the construction and operation of demonstration plants. Public Law 87–295 has increased the authorization for appropriations from $10 million over an 11-year period to $75 million for a 6-year period, fiscal years 1962 to 1967, inclusive. To initiate this expanded program, the Congress approved a supplemental appropriation of $3,500,000 on September 30, 1961 (Public Law 87–332). The estimate

of $7,700,000 represents an increase of $2,445,000 over the appropriation for fiscal year 1962. This increase will permit the Office of Saline Water to expand and accelerate its research and development program and undertake new activities authorized by Public Law 87-295.

The general activities to be pursued include exploratory research, extraction and use of byproducts, use of atomic energy in conversion, small conversion units, pilot construction, special equipment components, and the physical chemistry of absorption, etc.

During the past year the basic and exploratory research effort has been increased. Fundamental information and data necessary for the development of new or improved conversion processes has been obtained in a number of areas. This research progress included additional information on corrosion and scale prevention. New research is underway on improvement of membranes for electrodialysis and reverse osmosis processes, supersaturation studies on electrodialysis equipment, and economic feasibility studies using radioactive isotopes as a source of energy. Advances through applied research included expansion of the program on the conversion of saline water through the use of gas hydrates, operation of a wiped-film evaporator unit, additional results on liquid-liquid heat exchange in connection with the vapor-reheat flash processes, and improvement of materials for distillation applications.

Pilot plant advances include successful operation of a direct freezing process pilot plant, initiation of a larger freezing pilot plant using a secondary refrigerant, and obtaining laboratory and small pilot plant data on other freezing processes. A freezing process will be utilized in the fifth demonstration plant which will be erected at Wrightsville Beach, N.C. Scale-control techniques have been improved through continued operation of the long-tube vertical pilot plant at Harbor Island. Electrodialysis development has continued at the Bureau of Reclamation laboratories on brackish water.

The research and development operations have shown progress toward reduction of saline water conversion costs. They also have indicated that the best and most economical answers have not yet been reached and that further research and development activity is needed both in the improvement of processes which are now reaching commercial application and in the exploratory and research effort to bring into feasibility the newer conversion ideas which hold promise of lower cost than can now be attained.

The major expenditures planned for the funds are discussed below:

A. Basic research, $3,275,000

During the coming year basic research will be accelerated. That work will include investigations on basic properties of solutions, transport phenomena, crystallization, membranes, including biological membranes, corrosion, ion exchange, extraction, use of byproducts, and others.

B. Applied research, $3,800,000

During the past year progress has included advances in distillation processes, scale control, and development of methods now suitable for pilot plant operations such as the thin-film evaporator and the vapor-reheat flash process. Two pilot plants (35,000 and 15,000 gallons per day) have been in operation evaluating the direct freezing process. Additional data will be obtained. A third freezing process which makes larger ice crystals will be going into pilot plant evaluation. Several applied research laboratory investigations on washing methods and problems will be carried out. New electrodialysis commercial prototype equipment has been evaluated. Further work including field testing is planned. Investigation of some aspects of ion-exchange processes also is planned. In other applied research the gas hydrate process has advanced to the pilot plant level and it is expected that a pilot plant (10,000 gallons per day) will be built and placed in operation. Other applied research includes further work on the solvent extraction process, byproduct studies, materials investigations, process data compilations, and heat-transfer and scale developments.

An important accomplishment in fiscal year 1962 was the initiation of a project for a pilot plants test facility. Experience in research on saline water conversion has shown that it is necessary to test and evaluate pilot plants on actual sea water at a seacoast site where a constant supply of clean sea water is available. The State of North Carolina made land available to the Department of the Interior for the facility at an excellent location at Wrightsville Beach. The fiscal year 1963 funds requested will provide for operation and expenses at the test site and facilities for the various pilot plants being installed.

The increased program authorized for basic and applied research should result in the improvement of processes now commercially feasible, further development of processes now approaching commercial use, and expanded basic research efforts which may lead to new means yet to be discovered which could make conversion costs lower than can now be reasonably predicted.

Salaries and expenses

Appropriation, 1961	$1,355,000
Supplemental appropriation, 1961	400,000
Total appropriation, 1961	1,755,000
Appropriation, 1962	1,755,000
Supplemental appropriation, 1962	3,500,000
Total appropriation, 1962	5,255,000

SUMMARY OF INCREASES, 1963

Acceleration of the research and development program in accordance with the expanded authorization as provided by the act of Sept. 22 (Public Law 87-295)	+2,170,000
Commensurate increase in administration and coordination	+275,000
Budget estimate	7,700,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Administration and coordination	$214,084	$350,000	$625,000	+$275,000
2. (a) Contracts and grants (non-Federal)	1,390,500	4,105,000	5,775,000	+1,670,000
(b) Federal laboratories	144,500	800,000	1,300,000	+500,000
Unobligated balance lapsing	5,916			
Total	1,755,000	5,255,000	7,700,000	+2,445,000

JUSTIFICATION, RESEARCH AND DEVELOPMENT PROGRAM

The Saline Water Act of 1952, as amended (42 U.S.C., 1951-58), and as further amended by Public Law 87-295, approved by President Kennedy on September 22, 1961, provides for a research program for the development of low-cost saline water conversion processes. Public Law 85-883 provides for the construction of at least five saline water conversion plants to demonstrate the reliability, engineering, operating, and economic potentials of the most promising of the presently known processes. The Secretary of the Interior is authorized to carry out the purposes of those acts through such agencies of the Department as he deems appropriate. The Office of Saline Water was established to carry out the research and development program and was assigned the further responsibility of carrying out the construction and operation of demonstration plants.

Public Law 87-295 has increased the authorization for appropriations from $10 million over an 11-year period to $75 million for a 6-year period, fiscal years 1962-67, inclusive. To initiate this expanded program, the Congress approved a supplemental appropriation of $3,500,000 on September 30, 1961 (Public Law 87-332).

The estimate of $7,700,000 represents an increase of $2,445,000 over the appropriation for fiscal year 1962. This increase will permit the Office of Saline Water to expand and accelerate its research and development program and undertake new activities authorized by Public Law 87-295.

Most scientists and engineers agree that the most effective and economical means of saline water conversion may yet remain to be discovered and that the foundation of an effective program is a continuous program of basic and applied research.

This budget request reflects the increased emphasis being placed on the research and development program. The general activities to be pursued include exploratory research, extraction and use of byproducts, use of atomic energy in conver-

sion, corrosion, improved membranes, scale prevention and control, thermodynamics of solutions, small conversion units, pilot plant construction and operation, mobile conversion units, economic studies and surveys, polarization, transport depletion, dropwise promoters, plastic evaluations, heat transfer, special equipment components, and the physical chemistry of adsorption.

The major expenditures planned for the funds are discussed below:

A. Administration and coordination, $625,000

The amount requested provides for planning, supervision, and administration of research and development and contract funds. It also provides for related activities which are expanded under the new law in areas such as operation of test site, economic surveys, greater participation in national and international conferences, inspections of conversion projects, and coordination, correlation, and publishing information. The additional staffing is needed to carry out the expanded program.

B. Basic research, $3,275,000

1. Current contracts and proposals	$1, 075, 000
2. Exploratory research, new proposals, and surveys	1, 200, 000
3. Federal laboratories	1, 000, 000
Total	3, 275, 000

1. *Current contracts and proposals.*—Attainment of ultimate objectives of the saline water conversion program is dependent on adequate fundamental research. Potential processes currently under study, such as reverse osmosis, gas hydrate formation, etc., and the development of essential basic data and study of various phenomena will be continued. A tremendous amount of basic data must be obtained and analyzed before any new processes can be fully developed. Investigation of mechanisms of scale formation, radioisotopes as energy sources, corrosion mechanisms and means of prevention, byproducts, and other studies will also be continued.

2. *Exploratory research, new proposals, and surveys.*—One of the most urgent needs for a well-balanced program is a strong basic and exploratory research effort. In fact, the Desalination Research Conference at Woods Hole, Mass., last summer, which involved a critical review of the entire water problem and the saline water conversion program, recommended that the basic research effort be drastically increased, concentrating on certain fields or disciplines such as mechanism of transport across membranes, thermodynamic and phase equilibrium properties of solutions, transport properties in solutions and at interfaces, structure (microscopic) of water, hydrates, etc., and nucleation and crystal growth.

3. *Federal laboratories.*—Certain specific Federal laboratories have an abundance of well-trained personnel, excellent research facilities, and an interest in saline water conversion. Since such laboratories have demonstrated capability in specific disciplines and have expressed an interest in saline water conversion, additional research on properties of solutions, separation processes, ion exchange, and other phenomena will be undertaken. For example, it has been determined that the Oak Ridge National Laboratory is uniquely suited because of its long experience in separation processes to undertake a broad range of fundamental and applied research in the field of desalination. Cooperative research efforts with Federal laboratories will be mutually beneficial.

C. Applied research, $3,800,000

1. Distillation processes	$1, 100, 000
2. Freezing processes	725, 000
3. Membrane and related processes	600, 000
4. Other applied research, including hydrate, solvent extraction, and humidification processes	1, 075, 000
5. Pilot plants test site	300, 000
Total	3, 800, 000

1. *Distillation processes.*—Operations of experimental equipment have led to promising approaches in scale control and in bringing several new or improved distillation methods to a degree of development where pilot plant operations are in order. A proposed new concept which could offer reduction in plant cost is being considered. The funds will provide for the investigation of several processes at the pilot plant level. Complete pilot plant units are scheduled for the thin-film

evaporator and liquid-liquid heat transfer, combined with vapor reheat cycles. Included also are a continuation of pilot plant studies in LTV pilot equipment to obtain data relating to demonstration plant problems, and also pilot plant developments in the flash evaporation process. Applied research on a laboratory level is planned on dropwise promoters, humidification phenomena, special studies on energy transfer, and new concepts for use of solar energy. The estimates also provide for development of a trailer-mounted, self-contained mobile conversion equipment for many uses, including operation under emergency conditions and in connection with civil defense applications.

2. *Freezing processes.*—Four freezing processes are being investigated. Two pilot plants are in operation evaluating the direct freezing process—one a 15,000-gallons-per-day unit based on flash evaporation and the other a 35,000-gallon-per-day plant which utilizes direct contact freezing with a secondary refrigerant. The operation of both plants will be continued to obtain additional data. The third freezing process, developed in the laboratory and which makes use of larger ice crystals to facilitate washing operations, is being scaled up for pilot plant evaluation at a 10,000-gallon-per-day capacity. The fourth process being considered for development is one which is based upon the formation of ice crystals through the use of propane hydrate. It is planned to study this process at the bench-scale level. Laboratory studies on the various aspects of the direct freezing process, such as liquid-liquid heat exchange, washing by means of hydraulic piston-bed displacement, and the recovery of hydrocarbons from product water and reject brine, will be continued.

3. *Membrane and related processes.*—Continuation of the electrodialysis program is planned to evaluate new prototype cell designs and membranes being further developed by commercial firms and research organizations. The current test program in electrodialysis conducted at the Bureau of Reclamation Laboratory in Denver indicates the need for investigating hydraulic features, polarization characteristics, temperature effects, cost reductions in membranes, scale prevention, etc., which will be undertaken as part of the process improvement program. The estimates include additional development of ion-exchange processes for pretreatment of saline water to prevent scale formation, the investigation of ion-exchange processes based on the recycling of regenerants, and the development of small pilot units in reverse osmosis.

4. *Other applied research.*—The development of the gas hydrate process is planned at the pilot level. The results of laboratory investigations indicate a promising economic potential for this process. The solvent extraction process, specifically applicable to the desalination of certain brackish waters, has been under development at the laboratory level for several years. It is anticipated that this process will be evaluated further in a small pilot plant operation to determine its technical feasibility. A continuation of research on humidification cycles is planned. It is anticipated that several developments will be undertaken relating to small conversion units on the order of several hundred to several thousand gallons per day capacity. Also included in this category are evaluations by consultants, special investigations and reports, byproduct studies, materials investigations, process data compilations, and heat transfer and scale developments.

5. *Pilot plants test site.*—Under the fiscal year 1962 supplemental appropriation, which was obtained under the new Saline Water Act, a pilot plants test site is to be constructed at the site made available by the State of North Carolina at Wrightsville Beach. The funds requested would provide for the operational expenses of the test site and facilities provided for the various pilot plants being installed.

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Itemization of estimate—Salaries and expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$1,749,084	$5,255,000	$7,700,000	+$2,445,000
Unobligated balance lapsing	5,916			
Appropriation	1,755,000	5,255,000	7,700,000	+2,445,000
Obligations by objects:				
11 Personnel compensation	170,603	264,000	453,000	+189,000
12 Personnel benefits	12,575	21,000	30,000	+9,000
21 Travel and transportation of persons	12,329	13,000	35,000	+22,000
22 Transportation of things	254	2,000	10,000	+8,000
23 Rent, communications, and utilities	2,653	14,000	24,000	+10,000
24 Printing and reproduction	9,186	10,000	15,000	+5,000
25 Other services	1,345,751	4,057,000	5,722,000	+1,665,000
Services by other agencies	153,723	812,000	1,304,000	+492,000
26 Supplies and materials	3,702	5,000	12,000	+7,000
31 Equipment	2,908	7,000	20,000	+13,000
41 Grants, subsidies, and contributions	35,400	50,000	75,000	+25,000
Total obligations	1,749,084	5,255,000	7,700,000	+2,445,000

PREPARED STATEMENT

Chairman HAYDEN. We will be glad to hear from you, sir.

Mr. MACGOWAN. Thank you, Mr. Chairman.

I have a brief statement which we have submitted for the record. I would be happy to highlight this, if it would suit your convenience.

Chairman HAYDEN. Please do that.

(The statement referred to follows:)

STATEMENT OF C. F. MACGOWAN, DIRECTOR, OFFICE OF SALINE WATER

Mr. Chairman and gentlemen of the committee, it is my privilege to again appear before this committee to report on the operations of the Office of Saline Water. In accordance with the authorization enacted by the 1st session of the 87th Congress (Public Law 87-295), we have developed a plan of work which will effectively enable us to carry out the explicit directive of the Congress to accelerate the pace of research and development.

The estimate of $7,700,000 represents an increase of $2,445,000 over the "Research and development" appropriation for fiscal year 1962. This increase will permit the Office of Saline Water to continue to expand and accelerate its research and development program and undertake new activities as contemplated and authorized by Public Law 87-295.

Most scientists and engineers agree that the most effective and economical means of saline water conversion may yet remain to be discovered and that the foundation of an effective program is a continuous program of basic and applied research.

This budget request reflects the increased emphasis being placed on the research and development program as directed by the Congress. The general activities to be pursued include exploratory research, extraction, and use of byproducts, use of atomic energy in conversion, corrosion, improved membranes, scale prevention and control, thermodynamics of solutions, small conversion units, pilot plant construction and operation, mobile conversion units, economic studies and surveys, polarization, transport depletion, dropwise promoters, plastic evaluations, heat transfer, special equipment components, and the physical chemistry of adsorption.

The major expenditures planned for the funds are as follows:

Administration and coordination, $625,000

The amount requested provides for planning, supervison, and administration of research and development and contract funds. It also provides for related activities which are expanded under the new law in areas such as operation of the pilot plant test site, economic surveys, inspections of conversion projects, and coordination, correlation, and publishing information, and greater participation in national and international conferences.

With respect to international activities, I am pleased to advise the members of this committee that the parliamentarians of the North Atlantic Treaty Organization at their seventh annual conference in Paris last November, recommended that the Office of Saline Water be designated as the clearinghouse for coordinating all saline water conversion research work sponsored by NATO nations. I should like to insert in the record at this point a Department of the Interior news release dated January 4, which gives additional information on this development which will immeasurably assist us in avoiding any duplication of research effort and help us to obtain useful data from other interested nations.

Basic research, $3,275,000

Attainment of ultimate objectives of the saline water conversion program is dependent on adequate fundamental research. Potential processes currently under study, such as reverse osmosis, gas hydrate formation, and the development of essential basic data and study of various phenomena will be continued. A tremendous amount of basic data must be obtained and analyzed before any new processes can be fully developed. Investigation of mechanisms and means of prevention, byproducts, and other studies will also be continued.

One of the most urgent needs for a well-balanced program is a strong basic and exploratory research effort. Last summer, the Office of Saline Water and the National Academy of Science-National Research Council jointly sponsored a monthlong symposium on research needs for saline water conversion. Participating in this meeting were some of this Nation's outstanding scientists. They made a comprehensive and critical review of the entire water problem and the saline water conversion program and recommended that the basic research effort must be drastically increased, concentrating on certain fields or disciplines such as mechanism of transport across membranes, thermodynamic and phase equilibrium properties of solutions, transport properties in solutions and at interfaces, microscopic structure of water, hydrates, nucleation, and crystal growth.

Certain specific Federal laboratories have an abundance of well-trained personnel, excellent research facilities, and an interest in saline water conversion. Since such laboratories have demonstrated capability in specific disciplines and have expressed an interest in saline water conversion, additional research on properties of solutions, separation processes, ion exchange, and other phenomena will be undertaken.

Applied research, $3,800,000

Operations of experimental equipment have lead to promising approaches in scale control and in bringing several new or improved distillation methods to a degree of development where pilot plant operations are in order. A proposed new concept which could offer reduction in plant cost is being considered. The funds will provide for the investigation of several processes at the pilot plant level. Complete pilot plant units are scheduled for the thin-film evaporator and liquid-liquid heat transfer, combined with vapor reheat cycles. Included also are a continuation of pilot plant studies in LTV pilot equipment to obtain data relating to demonstration plant problems, and also pilot plant developments in the flash evaporation process. Applied research on a laboratory level is planned on dropwise promoters, humidification phenomena, special studies on energy transfer, and new concepts for use of solar energy. The estimates also provide for development of a trailer-mounted, self-contained mobile conversion equipment for many uses, including operation under emergency conditions and in connection with civil defense applications.

Four freezing processes are being investigated. Two pilot plants are in operation evaluating the direct freezing process—one a 15,000-gpd unit based on flash evaporation and the other a 35,000-gpd plant which utilizes direct contact freezing with a secondary refrigerant. The operation of both plants will be continued to obtain additional data. The third freezing process, developed in the laboratory and which makes use of larger ice crystals to facilitate washing operations, is being scaled up for pilot plant evaluation at a 10,000-gpd capacity. The fourth process being considered for development is one which is based upon the formation of ice crystals through the use of propane hydrate. It is planned to study this process at the bench-scale level. Laboratory studies on the various aspects of the direct freezing process, such as liquid-liquid heat exchange, washing by means of hydraulic piston-bed displacement, and the recovery of hydrocarbons from product water and reject brine, will be continued.

Continuation of the electrodialysis program is planned to evaluate new prototype cell designs and membranes being further developed by commercial firms

and research organizations. The current test program in electrodialysis conducted at the Bureau of Reclamation Laboratory in Denver indicates the need for investigating hydraulic features, polarization characteristics, temperature effects, cost reductions in membranes, scale prevention, etc., which will be undertaken as part of the process improvement program. The estimates include additional development of ion-exchange processes for pretreatment of saline water to prevent scale formation, the investigation of ion-exchange processes based on the recycling of regenerants, and the development of small pilot plant units in reverse osmosis.

The development of the gas hydrate process is planned at the pilot plant level. The results of laboratory investigations indicate a promising economic potential for this process. The solvent extraction process, specifically applicable to the desalination of certain brackish waters, has been under development at the laboratory level for several years. It is anticipated that this process will be evaluated further in a small pilot plant operation to determine its technical feasibility. A continuation of research on humidification cycles is planned. It is anticipated that several developments will be undertaken relating to small conversion units on the order of several hundred to several thousand gallons per day capacity. Also included in this category are evaluations by consultants, special investigations and reports, byproduct studies, materials investigations, process data compilations, and heat transfer and scale developments.

Under the fiscal year 1962 supplemental apporpriation, which was obtained under the new Saline Water Act, a pilot plants testsite is to be constructed at the site made available by the State of North Carolina at Wrightsville Beach. The funds requested would provide for the operational expenses of the testsite and facilities provided for the various pilot plants being installed.

DEMONSTRATION PLANTS

Public Law 85-883 authorized $10 million for the construction of at least five plants to demonstrate the reliability, engineering, and economic potentials of the most promising of the presently known processes, together with such additional funds as may be necessary for their maintenance and operation.

The status of the demonstration plant program is given in the following chart:

Status of saline water conversion demonstration plant program

Location	Process	Capacity (gallons per day)	Architect and engineer	Construction contractor	Management and operation contractor
Freeport, Tex.	Long tube vertical multiple effect distillation.	1,000,000	W. L. Badger & Associates, Ann Arbor, Mich.	June 8, 1960, Chicago Bridge & Iron Co., $1,255,000.	Stearns-Rogers Manufacturing Co., Denver, Colo.
Point Loma, San Diego, Calif.	Multistage flash distillation.	1,000,000	Fluor Corp., Whittier, Calif.	Nov. 5, 1960, Westinghouse Electric Corp., $1,640,000.	Burns and Roe, Inc., New York, N.Y.
Webster, S. Dak.	Electrodialysis	250,000	Bureau of Reclamation, Denver, Colo.	Nov. 16, 1960, Asahi Chemical Industry, $486,000.	Mason-Rust Co., Lexington, Ky.
Roswell, N. Mex.	Forced circulation	1,000,000	Catalytic Construction Co., Philadelphia, Pa.	Bids opened Dec. 12, 1961.	
Wrightsville Beach, N.C.	Freezing	250,000	The Lummus Co., New York, N.Y.	Construction funds appropriated.	

Fiscal request, $2,085,000

The request for fiscal year 1963 compared to the appropriation for fiscal year 1962 of $4,550,000, represents a decrease of $2,465,000. The funds request for fiscal year 1963 will provide for the full year maintenance and operation of the demonstration plants at Freeport, Tex.; San Diego, Calif.; and Webster, S. Dak., and for operation of the plants at Roswell, N. Mex., and Wrightsville Beach, N.C., during part of the year.

In conclusion, I should like to point out that although our request for research and development activities represents an increase of $2,445,000, this increase is more than offset by our reduced request for the demonstration plant program. Our total budget request for fiscal year 1963 is $20,000 less than for fiscal year 1962.

This committee has nurtured and fostered the saline water conversion program. We hope we will continue to have your cooperation and support.

GENERAL STATEMENT

Mr. MACGOWAN. Thank you sir.

It is my privilege to again appear on behalf of the Office of Saline Water; and I would like to state that we have developed a plan which will effectively enable us to carry out the explicit directive of Congress to accelerate the pace of exploration and development.

The estimate represents an increase of $2,445,000 over the research and development appropriation for the fiscal year 1962. This budget request reflects the increased emphasis being placed on the research and development program as directed by Congress.

The general activities to be pursued include such things as exploratory research, use of byproducts, scale prevention and control, and thermodynamics.

ADMINISTRATION AND COORDINATION

The major expenditures planned for the funds are as follows: Administration and coordination, $625,000.

The amount requested provides for planning, supervision, and administration of research and development contract funds. It also provides for related activities which are expanded under the new law in areas such as the administration of the pilot plant test site, economic surveys, inspections, and so forth, as well as greater participation in national and international conferences.

With respect to international activities, I am pleased to advise the members of this committee that the Parliamentarians of the North Atlantic Treaty Organization at their seventh conference in Paris last November recommended that the Office of Saline Water be designated as the clearinghouse for coordination of all saline water conversion research work sponsored by the NATO nations.

As to basic research, the attainment of ultimate objectives of the saline water conversion program is largely dependent upon adequate fundamental research. This would include studies of such things as reverse osmosis, gas hydrate formation, and so forth. A tremendous amount of basic data must be obtained and analyzed before any new processes can be fully developed, if indeed a process ensues.

One of the most urgent needs for a well-balanced program is a strong basic and exploratory research effort. Last summer, the Office of Saline Water and the National Academy of Sciences National-Research Council, jointly sponsored a monthlong symposium of research needs for saline water conversion.

Participating in this meeting were some of the Nation's outstanding scientists. They made a comprehensive and critical review of the entire water problem and the saline water conversion program and recommended that the basic research effort must be drastically increased, concentrating on certain fields or disciplines such as: mechanism of transport across membranes, thermodynamic and phase equilibrium properties of solutions, transport properties in solutions and at interfaces, microscopic structure of water, hydrates, nucleation, and crystal growth.

Certain specific Federal laboratories have an abundance of well-trained personnel, excellent research facilities, and an interest in saline water conversion. Since such laboratories have demonstrated capability, we feel that much research should be undertaken at these places.

APPLIED RESEARCH

Applied research, $3,800,000: Operations of experimental equipment have led to promising approaches in scale control and in bringing several new or improved distillation methods to a degree of development where pilot plant operations are in order.

Also, applied research on a laboratory level is planned on dropwise promoters, humidification phenomena, special studies on energy transfer, and new concepts for the use of solar energy.

INVESTIGATION OF NEW PROCESSES

In addition, four freezing processes are being investigated. Continuation of the electrodialysis program is planned at this time to evaluate new prototype cell designs and membranes being further developed by commercial firms and research organizations.

The development of the gas hydrate process is planned at the pilot plant level. The results of laboratory investigations indicate a promising economic potential for this process. The solvent extraction process, specifically applicable to the desalination of certain brackish waters, has been under development at the laboratory level for several years. It is anticipated that this process will be evaluated further in a small pilot plant operation to determine its technical feasibility. A continuation of research on humidification cycles is planned. It is anticipated that several developments will be undertaken relating to small conversion units on the order of several hundred to several thousand gallons per day capacity. Also included in this category are evaluations by consultants, special investigations and reports, byproduct studies, materials investigations, process data compilations, and heat transfer and scale developments.

Under the fiscal year 1962 supplemental appropriation, which was obtained under the new Saline Water Act, a pilot plants tests site is to be constructed at the site made available by the State of North Carolina at Wrightsville Beach. The funds requested would provide for the operational expenses of the test site and facilities provided for the various pilot plants being installed.

DEMONSTRATION PLANT PROGRAMS

Public Law 85–883 authorized $10 million for the construction of at least five plants. These plants are to demonstrate the reliability, engineering, and economic potentials of the most promising of the presently known processes.

The status of the demonstration plant program is given in the following chart, which I should like to include, if acceptable.

Chairman HAYDEN. These five plants are pursuing five different methods?

Mr. MACGOWAN. Yes, sir.

Chairman HAYDEN. And up to date, which ones have had the best luck?

Mr. MacGowan. We have three plants currently being built, and I would like to supply for your information, Mr. Chairman, these pamphlets which contain data on each of the three plants which are currently in operation.

The first plant was Freeport, Tex. The second plant is Webster, S. Dak. And the third plant will be dedicated this coming Saturday.

The Webster plant is not yet fully accepted. There was a 6-month operating test period made a part of the contract. I understand the 6-month operating period is just concluded, and we are preparing to formally accept the plant from the manufacturer.

Chairman Hayden. Where is that plant located?

Mr. MacGowan. This is the plant in Webster, S. Dak.

The Freeport plant is the one which has been operating since June.

Virgin Islands Plant

Chairman Hayden. They have a water shortage problem in the Virgin Islands, and I understand that some kind of a plant has been erected there, not by the Federal Government but perhaps by the island government, to improve the water supply. Do you know anything about that?

Mr. MacGowan. Yes, sir. That plant was built by the Virgin Islands Corporation. The Office of Saline Water provided some advice in a consultant capacity to the Office of Territories in connection with the plans, specifications, and bid evaluations. The architect and engineering services for the Office of Territories were performed by a private firm.

The Virgin Islands plant was not authorized as a part of the Office of Saline Water program.

Chairman Hayden. Is it working well?

Mr. MacGowan. Yes, sir; it is working quite well. It has a production capacity of 275,000 gallons a day.

Chairman Hayden. It is absolutely essential that they have more water there on the islands. I know that.

Mr. MacGowan. The design of this plant resembles our San Diego plant. It is that type of plant. And our chart here shows Freeport, Tex., which has been on the line since June 21 of last year. We had an unfortunate shutdown because of a corrosion problem. but since then, except for the hurricane, it has operated steadily until this time. As a matter of fact, immediately following the hurricane, at which time it sustained major damage to the building, not to the plant, but to the office and instruments, the plant was back on the line in 4 days, which was before the facilities of the city were back in order. We are very proud of that record.

It has operated steadily since then. We are now planning an orderly shutdown for some revisions that we have discovered need for.

FUNDS FOR DEMONSTRATION PLANTS

For the demonstration plants, our fiscal request is for $2,085,000. This request, as compared with the appropriation for fiscal year 1962, of $4,550,000, represents an actual decrease of $2,465,000. The funds requested for fiscal year 1963 will provide for the full year maintenance and operation of the demonstration plants at Freeport, Tex., San

Diego, Claif., and Webster, S. Dak., and for operation of the plants at Roswell, N. Mex., and Wirghtsville Beach, N.C., during that part of the year in which they are in operation.

REDUCED COST OF DEMONSTRATION PLANT PROGRAM

In conclusion, I should like to point out that although our request for research and development activities represents an increase of $2,445,000, this increase is more than offset by our reduced request for the demonstration plant program. Thus our total budget request for the fiscal year 1963 is actually $20,000 less than for fiscal year 1962.

This committee has nurtured and fostered the saline water conversion program. We hope we will continue to have your cooperation and support.

ADMINISTRATION AND COORDINATION

Chairman HAYDEN. In 1963 you are requesting $625,000 for administration and coordination. How does this compare percentagewise with the amount approved for this purpose in prior years?

Mr. MACGOWAN. The regular 1962 salaries and expenses appropriation of $1,755,000 included $220,000 or about 12.5 percent for administration and coordination. The 1962 supplemental of $3,500,000 included $130,000 for this purpose. Our 1963 estimated requirement is $625,000 to administer and coordinate the expanded program, about 8.1 percent of the total appropriation of $7,700,000.

OPERATION AND MAINTENANCE

Chairman HAYDEN. Your budget estimate for operation and maintenance for fiscal 1963 is $2,085,000. The justification will be included in the record.

(The justification follows:)

Program objective

Public Law 85-883 provides for the construction, operation, and maintenance of five saline water conversion plants. By law, three of these plants are to be located, respectively, on the west coast, gulf coast, and east coast for sea water conversion. Two other plants are for brackish water conversion and are to be demonstrated in the northern Great Plains and arid Southwest. Each plant is to demonstrate a different process. Construction and operation are to proceed as rapidly as possible after processes are selected, as provided in the act.

Program status

The five processes and plants have been selected and are located as follows:

1. Freeport, Tex.: Multiple-effect long tube vertical distillation.
2. San Diego, Calif.: Multistage flash distillation.
3. Webster, S. Dak.: Electrodialysis.
4. Roswell, N. Mex.: Forced-circulation vapor-compression distillation.
5. Wrightsville Beach, N.C.: Freeze demineralization.

The first three plants have been completed and the specifications for the fourth plant are issued. Architect-engineering of the fifth plant is in progress.

Fiscal requests

Requests are made for fiscal year 1963 to provide for the full-year maintenance and operation of the first three demonstration plants at Freeport, Tex., San Diego, Calif., and Webster, S. Dak., and for the part-year operation of the plants in New Mexico and North Carolina.

Administrative funds requested will enable a continuation of the present level of staffing plus two additional engineers.

Operation and maintenance

Appropriation, 1961	$0.00
Appropriation, 1962	0.00
Comparative transfer from "Construction operation and maintenance" and total available 1962	1,254,688

SUMMARY OF INCREASES, 1963

The increase will provide for the operation of 2 additional plants on a partial year basis and currently operating plants on a full-year basis	830,312
Budget estimate, 1963	2,085,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Demonstration plants	$224,477	$1,254,688	$2,085,000	+$830,312

JUSTIFICATION, DEMONSTRATION PLANT PROGRAM

Public Law 85–883 provides for the construction, operation and maintenance of five saline water conversion demonstration plants. Three of these plants are for sea water conversion and two for brackish water conversion. Each plant is to demonstrate a different process. Construction is to proceed as rapidly as possible, after processes are selected, as provided in the law.

Three of the demonstration plants have been constructed and funds for the remaining two, mentioned above, have been appropriated in fiscal year 1962. Both the San Diego and Webster plants are undergoing their final startup tests. The estimate of $2,085,000 therefore reflects a decrease of $2,465,000 for the current fiscal year appropriations due to the fact that no construction funds are being requested for fiscal year 1963.

Operation and maintenance

The first demonstration plant was completed in fiscal year 1961 and is in operation at Freeport, Tex. It is demonstrating the long tube vertical multiple effect process and produces fresh water at the rate of 1 million gallons per day. Funds are being requested for a full year of operation for this plant which includes provisions for experimental changes to improve the potentials of this process.

The second plant is at Point Loma in San Diego, Calif., and will demonstrate the multistage flash distillation process. This 1 million gallon distillation plant was completed in November 1961, and is currently undergoing startup tests before final acceptance by the Government. Funds are being requested for a full year of operation for this plant which includes provisions for changes that may develop from operating this plant for the first time and for process improvements.

The electrodialysis process is being demonstrated at Webster, S. Dak. It was completed in September 1961 and is also undergoing startup performance tests. It is capable of producing 250,000 gallons per day of fresh water from a low salinity brackish water of 1,800 parts per million. Funds are being requested for a full operating year with minor process improvements.

The fourth demonstration plant is located at Roswell, N. Mex. The forced circulation vapor compression process will be used to convert a particularly difficult brackish water at an output of 1 million gallons per day. The specifications for that plant have been issued. Construction should start early in 1962. Funds are requested for operating this plant for half a year.

An architect-engineering contract is in progress for the design of the Wrightsville Beach, N.C., sea water conversion plant. It will demonstrate a freeze demineralization process at an output of up to 250,000 gallons per day. Construction is scheduled to begin in the spring of 1962. Funds are requested for operating the plant one-fourth of the fiscal year.

Administration

The full-time engineering staff needed to administer the demonstration plant program presently consists of the Chief of the Division, assisted by two office engineers and five field engineers. With a multitude of engineering problems from foundations through electrical, mechanical, chemical, and sanitary engineering, etc., plus the number of actions and travel requirements necessary for this nationwide program, it is necessary to augment the office staff by two additional engineers.

Itemization of estimate—Operation and maintenance

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$224,477	$1,254,688	$2,085,000	+$830,312
Comparative transfer from other accounts	224,477	−1,254,688		+1,254,688
Appropriation			2,085,000	+2,085,000
Obligations by objects:				
11 Personnel compensation	123,388	159,000	180,000	+21,000
12 Personnel benefits	8,464	12,000	13,000	+1,000
21 Travel and transportation of persons	12,303	12,000	14,000	+2,000
22 Transportation of things	2,544	3,000	3,000	
23 Rent, communications, and utility services	26,917	134,700	325,000	+190,300
24 Printing and reproduction	3,266	3,000	3,000	
25 Other services	40,308	924,988	1,541,000	+616,012
Services of other agencies		2,000	2,000	
26 Supplies and materials	751	1,000	1,000	
31 Equipment	6,536	3,000	3,000	
Total obligations	224,477	1,254,688	2,085,000	+830,312

Construction Program

Chairman Hayden. I note that there are no construction funds needed at all during this year.

Mr. MacGowan. The construction funds for the five plants were allocated and appropriated during the previous year, sir.

Private Industry Plant At Buckeye, Ariz.

Chairman Hayden. Ionics, Inc., announced recently that it is constructing a 650,000-gallons-per-day saline water conversion plant in Buckeye, Ariz. It is estimated that fresh water will be produced at 50 cents per thousand gallons, not including water supply, distribution, or general water system costs. This is an electrodialysis plant, such as your demonstration plant at Webster, S. Dak.

Are you familiar with the Buckeye plans? How does the water cost at the two plants compare?

Mr. MacGowan. That is an interesting question, Mr. Chairman. The plant at Buckeye, Ariz., was only recently announced. We have no details on it. We do note, however, that the water at Buckeye is not going to be brought down to as pure a state as is the water at Webster. This implies less staging, less processing, for the water.

At the same time, the plant is considerably larger than our Webster plant, and the two should not really be compared for this reason. However, if they are producing water at 50 cents on our schedule of rates, it would be about 30 percent less than our costs. But of course, this is the advantage of the second generation plant, also.

Chairman HAYDEN. They have been experimenting for a considerable time?

Mr. MACGOWAN. Yes, sir; much of the experimentation on electrodialysis was sponsored by this Office.

Chairman HAYDEN. We thank you for appearing.

OFFICE OF MINERALS EXPLORATION

STATEMENTS OF GEORGE FUMICH, Jr., DIRECTOR; FRANK E. JOHNSON, DEPUTY DIRECTOR; GEORGE C. SELFRIDGE, CHIEF, DIVISION OF FIELD OPERATIONS; AND ALLEN S. DAKAN, CHIEF, DIVISION OF ADMINISTRATIVE MANAGEMENT

BUDGET ESTIMATES

Chairman HAYDEN. The Office of Minerals Exploration.

The Office of Minerals Exploration budget estimate for fiscal year 1963 is $1 million, $250,000 more than was appropriated in fiscal year 1962. The justification for this estimate will be included in the record.

(The justification follows:)

OFFICE OF MINERALS EXPLORATION

Under Public Law 85-701, the Office of Minerals Exploration stimulates exploration by private industry for domestic sources of minerals by contracting to pay a specified part of the cost of authorized exploration work. Federal funds provided under a contract are repaid with interest by a royalty on production from the property. The program is designed to encourage exploration for long-range mineral reserves rather than to bring new properties into immediate production. The OME also administers the projects certified under the program of the former Defense Minerals Exploration Administration.

Interest in exploration assistance received a great boost at the beginning of the current year when six mineral commodities were added to the list of those eligible for exploration assistance. The number of applications received during the first half of the current year indicates that the total for this year may exceed the total received during the first 3 years of the program. Contract obligations are increasing accordingly with every indication that the entire amount available for the current year will be obligated. This level of interest is expected to continue in fiscal year 1963 assuring the obligation of the entire amount requested for financial assistance.

A slight increase in the fiscal year 1963 allowance for administrative and technical services is essential to cover the substantial increase in workload occasioned by the greater number of applications and the greater number of active contracts to be administered.

Office of Minerals Exploration

Appropriation, 1961	$550,000
Unobligated balance brought forward	183,726
Total amount available, 1961	733,726
Appropriation, 1962	750,000
Unobligated balance brought forward	304,253
Total available, 1962	1,054,253

SUMMARY OF INCREASES AND DECREASES, 1963

Financial assistance to participants in exploration projects	−70,653
Administrative and technical services	+16,400
Net change	−54,253
Budget estimate, 1963	1,000,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Financial assistance to participants in exploration projects	$220,178	$840,653	$770,000	−70,653
2. Administrative and technical services	209,295	213,600	230,000	+16,400
Unobligated balance	304,253			
Total	733,726	1,054,253	1,000,000	−54,253

JUSTIFICATION

The estimate of $1 million is $250,000 more than the appropriation for the current year. Except for $16,400, all of this increase will be applied to the financial assistance program providing $770,000 for that purpose. The $16,500 will raise to $230,000 the authorization for administrative and technical services.

There are four substantial reasons for the increased program expected in fiscal year 1963. First, the regulations were changed early in fiscal year 1962 by adding six mineral commodities to the list of those eligible and by simplifying the application procedure. The changes produced an immediate increase in public interest in the program. More applications were filed during the first half of the current year than were filed in the entire past year and this increased interest is expected to continue in the fiscal year 1963. Second, improvements in the metal market will revive interest in exploration. The change in the silver market is an example. Third, there is an increasing need for Government assistance in exploration because new domestic deposits of minerals are becoming more difficult and more expensive to locate. The OME provides both the financial assistance and the technical assistance which is not otherwise available to most small operators. And fourth, the Government funds provided for exploration assistance go directly to the mining communities where the work is done. This increases the effectiveness and the scope of the contractors' exploration and doubles their capacities to pay for wages, services, and supplies in the mining communities, many of which are suffering severe economic depression.

The trend of the program in number and value of applications and contracts is shown in the following table:

Number and value of OME applications and contracts

Fiscal year	Applications received		Contracts executed		
	Number	Amount requested	Number	Government participation	Total value
1959 actual	[1] 57	$3,572,305	8	$90,295	$180,590
1960 actual	38	3,929,913	11	308,000	616,000
1961 actual	44	2,219,631	12	276,923	553,846
1962 first half, actual	68	7,002,778	5	[2] 191,760	383,520
1962 second half, estimate	62	5,108,000	30	648,240	1,296,480
1963 estimate	120	12,240,000	35	770,000	1,540,000

[1] Includes 15 DMEA applications refiled under the OME program.
[2] Does not include 7 approved contracts for $137,460 awaiting acceptance by applicants.

The projection for fiscal year 1963 is a modest one. Present activity indicates that the entire $840,000 available for financial assistance will be obligated during fiscal year 1962 and assures obligation of the $770,000 requested for fiscal year 1963.

The additional $16,400 requested for administrative and technical services for fiscal year 1963 will be used for additional field details from Bureau of Mines and Geological Survey and for the additional travel necessitated by the greatly increased workload. This trend in workload is clearly indicated by the following table of major actions:

Actions	1961	1962	1963
Field examinations for new applications	44	130	120
New contracts negotiated	12	35	35
Inspections of contract work	120	210	210
Inspections of certified projects	375	367	300
Total actions	551	742	665

Because the peak load of inspections of contracts and certified projects is expected during the current year, it may be necessary to defer some of them until fiscal year 1963 when the additional staff will be available.

The requests for information and advice which were averaging 20 to 30 per month during fiscal year 1961 have jumped to an average of more than 400 per month and are expected to continue at that rate during fiscal year 1963.

In the 3 years covered by the data in this request the funds obligated for financial assistance are expected to increase 400 percent, from $192,000 to $770,000, while the obligations for administrative and technical services have risen only 11 percent, from $209,000 to $230,000.

The OME program

The Office of Minerals Exploration offers financial assistance to firms and individuals who desire to explore their properties or claims for 1 or more of the 38 mineral commodities listed in the OME regulations. This help is offered to applicants who ordinarily would not undertake the exploration under present conditions or circumstances at their sole expense and who are unable to obtain funds from commercial sources on reasonable terms.

The Government will contract with an eligible applicant to pay up to one-half of the cost of approved exploration work as it progresses. Each contract specifies the work to be performed in a described area at costs estimated on an actual or fixed unit-cost basis but limited in total amount. The work, based upon sound engineering and geological principles, is approved by the Government only after careful investigation. Ordinarily, contracts will not be approved for work which will require more than 2 years to complete; however, the time limit for most projects is fixed for a much shorter period.

Funds contributed by the Government are repaid with interest by a royalty on production from the property. If nothing is produced, there is no obligation to repay. A 5-percent royalty is paid on any production during the period the

contract is in effect, and if the Government certifies that production may be possible from the property, the royalty obligation continues until the Government's contribution is repaid with interest, or for the 10-year period usually specified in the contract.

Simple interest is calculated at a rate not less than the rate which the Department would be required to pay if it borrowed from the Treasury, plus a 2-percent interest charge in lieu of the actual cost to the Government of administering the contract.

Accomplishments

Under the DMEA program, predecessor to the OME, 396 projects were certified as discoveries on which the net recoverable value of potential ore reserves exceeds $1 billion estimated at current market prices. Royalties paid on production from DMEA projects exceed $4 million, and royalty payments from DMEA and OME projects are expected to continue at about $400,000 per year. Thus, it has cost the Government approximately 3½ cents for each dollar of recoverable value. This figure lessens as royalty payments increase. Also, as the deposits are mined, they will result in more industrial production, more employment, and more taxable income.

OME organization

The Office of Minerals Exploration is a separate agency of the Department of the Interior, functioning under the supervision of the Assistant Secretary for Mineral Resources.

All OME employees are headquartered in Washington. The organization consists of the Director's Office, Division of Field Operations, Division of Minerals, Division of Contract Administration and Audit, Division of Administrative Management, and a Review Committee. All contract actions are reviewed by this Committee composed of the Chiefs of Field Operations, Division of Minerals, and Division of Contract Administration and Audit for conformance with OME standards and policy. Legal services are performed by the Solicitor's Office of the Department.

OME field officers detailed from the field staffs of the Bureau of Mines and the Geological Survey are utilized for all onsite field examinations, work inspections, interim reports, checking monthly vouchers for the amounts of the Government's share of the costs, field administration of exploration contracts, final reports, inspecting and reporting on certified projects, and representing the OME in all other activities within their respective regions.

Itemization of estimate—Office of Minerals Exploration

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$429,473	$1,054,253	$1,000,000	−$54,253
Unobligated balance brought forward	−183,726	−304,253		+304,253
Unobligated balance carried forward	+304,253			
New obligational authority	550,000	750,000	1,000,000	+250,000
New obligational authority: Appropriation	550,000	750,000	1,000,000	+250,000
Obligations by objects:				
11 Personnel compensation	160,516	150,000	150,000	
12 Personnel benefits	11,533	10,800	11,000	+200
21 Travel and transportation of persons	1,224	3,000	8,000	+5,000
22 Transportation of things				
23 Rents, communications, and utilities	1,782	2,200	3,000	+800
24 Printing and reproduction	1,085	1,000	2,000	+1,000
25 Other services	2,925	3,600	9,000	+5,400
Services performed by—				
Bureau of Mines	20,000	28,000	30,000	+2,000
Geological Survey	10,000	14,000	15,000	+1,000
26 Supplies and materials	226	1,000	1,000	
31 Equipment	4		1,000	+1,000
33 Investment and loans	220,178	840,653	770,000	−70,653
Total	429,473	1,054,253	1,000,000	−54,253

PREPARED STATEMENT

Chairman HAYDEN. We will be happy to hear from you.

Mr. FUMICH. Mr. Chairman, rather than read the prepared statement, do we have permission to maybe make just a few off-the-cuff remarks?

Chairman HAYDEN. Certainly. We will place your statement in the record, and you may proceed.

Mr. FUMICH. Thank you, sir.

(The statement referred to follows:)

STATEMENT OF GEORGE FUMICH, JR., DIRECTOR, OFFICE OF MINERALS EXPLORATION

Mr. Chairman and members of the committee, thank you for this opportunity to appear before the committee to discuss the appropriation needed by the Office of Minerals Exploration to encourage exploration for domestic mineral reserves as authorized by Public Law 85-701.

Need of $1 million for fiscal year 1963

We estimate that a minimum of at least $1 million will be required for the fiscal year 1963. Of this amount, we expect to obligate $770,000 for financial assistance for new exploration projects. The remaining $230,000 will be needed for technical appraisals and administrative expenses including the cost of administering projects certified under the program of the former Defense Minerals Exploration Administration. This is a 400-percent increase for exploration assistance from the amount obligated in 1961, while the cost of administrative and technical services is expected to increase only 11 percent. The increase is based upon the large number of inquiries about the program, and the size of our present and projected workloads.

Status of workload

Midway in this fiscal year we had received 68 applications, 24 more than received during the entire past year. Five contracts for $192,000 had been executed, and seven more contracts for $137,000 were awaiting execution by applicants. Thirty-nine applications had been denied or withdrawn in the first half, and 42 applications requesting $4,636,000 were still in process. Requests for information were pouring in at the rate of 400 per month. Last year they averaged only 30 per month.

Our big job is to complete action on the 42 applications now in process and to step up processing to handle 60 more applications we expect to receive before the end of this fiscal year. If we can do this, we will execute about 30 more contracts and obligate the entire $840,000 available for this fiscal year. Our present workload includes, in addition to this new OME business, the inspection of work in progress on 16 or more active OME contracts and approval of the operators' reports and vouchers so that they may be paid for work done. It includes also the checking of more than 360 DMEA certified projects for production and royalties. However, it may become necessary to defer some of this checking until next fiscal year when we hope to have a slightly larger field staff.

The workload in fiscal year 1963 is expected to continue at about the same level as in fiscal year 1962 for OME applications and contracts, but the number of DMEA certified projects requiring production and royalty checks will drop because of the expiration of the 10-year certification periods on some 70 projects. This reduction is likely to be offset, however, by the work deferred from fiscal year 1962. Most of the $16,400 increase requested for administrative and technical services will go for additional field staff and its expenses. The fiscal year 1963 program will require nearly 700 visits to projects in 30 or more States. This will mean an average of four inspections per week for each of the three fieldmen with all attendant travel and reports and a commensurate load on the Washington office staff. Although we would rather have our own field personnel, we must continue to rely on the Bureau of Mines and Geological Survey employees for part-time field work in our three western regions. We plan to cover the eastern region from the Washington office. The entire OME staff will not exceed 18 and will average only 16.

A very great deal of our so-called administrative expense is used for professional assistance and technical guidance for applicants under the program. Obviously we do not want to fritter away Government funds on "blue-sky" projects. Neither do we want to see exploration projects of merit spoiled by ill-advised methods. We are not doing business with the great mining corporations with their large and capable professional staffs; generally speaking, we are doing business with people who must depend upon us to tell them:

Whether to explore or not, what to do, and how to do it

Service of this sort costs money, yet the cost is insignificant compared to what it would be if we went along and dumped money into every wild goose chase.

Many persons are blissfully unaware of the administrative burden of the former DMEA program for which we are also responsible. There is a lot of work involved in this program alone. For instance, we have been collecting royalties that in recent months have approximated $40,000 monthly. We are in critical need of an accountant to assist in this and many other phases of the former DMEA and present OME programs.

The $230,000 requested for administrative and technical services should alleviate some of these needs.

We are convinced that the volume of work in fiscal year 1963 will equal the already heavy present workload, and that the funds requested will help to make our program more effective.

Program

Briefly stated, the OME offers financial assistance to firms and individuals who wish to explore their properties for one or more of 38 mineral commodities. This help is offered to applicants who ordinarily would not undertake the exploration under present conditions or circumstances at their sole expense and who are unable to obtain funds from commercial sources on reasonable terms.

We contract with an eligible applicant to pay up to one-half of the cost of approved exploration work. The applicant pays the rest. The Government participation in a single contract cannot exceed $250,000. Interest, at rates which have ranged from 5¾ to 6½ percent, is charged from the time funds are made available.

Funds contributed by the Government are repaid by a 5-percent royalty on production from the property. If nothing is produced, there is no obligation to repay. A royalty is paid on any production during the period in which the work is done under the contract; and if the Government certifies that production may be possible from the property, the royalty obligation continues until the Government's contribution is repaid with interest, or for the 10-year period usually specified in the contract.

Need for long-range exploration

Adequate supplies of new materials are of vital importance to our nationa economy. We all know that the United States must have an adequate, dependable, and continuing supply of raw minerals. This is indispensable to meet the needs of an expanding population, a rising standard of living, and our national security.

The amazing growth of the Nation since the turn of the century has not taken place without a tremendous increase in the consumption of minerals. The amounts of minerals used today are huge in comparison with those of 20 or 30 years ago, and those of today undoubtedly will seem small when viewed 30 years hence. All future projections point in that direction. For instance, the population of the United States is expected to reach 235 million by 1975, an increase of approximately 45 percent. And both industrial production and construction are expected to almost double today's figures by the same year. Our energy requirements, another good indicator, are expected to reach 67,000 trillion British thermal units in 1975, an increase of approximately 50 percent. The Bureau of Mines economists believe that the per capita consumption of minerals during this period will increase by 50 percent. Putting this projection together with the expected increase in population you get an increase of 75 percent in total consumption of minerals by 1975. Shifting technology, the use of new materials, advances in the recovery of scrap, and other factors will mean that the increase in the consumption of minerals will probably be somewhat less than the 75 percent figure, but nevertheless it will be a staggering increase. Yet it is common knowledge that practically all of the low cost, surface mineral exposures have long since been found. The great majority of the future ore discoveries of significant size will be deep below the surface. These, of course, will require expensive,

high-cost exploration projects. If this country is to produce substantial portions of its own requirements and have reserves available for emergencies, more encouragement must be given for domestic mineral exploration. The OME program is one way in which the Government's responsibilities in this area are being carried out.

Short-term aspects

Although the OME program is designed for and focused primarily on the long-range needs of our Nation, many ramifications of the program have beneficial economic manifestations today.

Every exploration project, whether large or small, successful or unsuccessful, means more men at work, more supplies purchased, and more taxes paid in mining areas where most needed. And although we do not create "economic cripples" or encourage the development of submarginal, uneconomic deposits that would actually be a burden to the minerals industry, there are and will be more discoveries of higher grade ore deposits resulting in the development of economic mines that can compete against the influx of imported ores, meaning even more employment, tax money, et cetera for hard hit mining communities.

If you have any questions, I shall try to answer them.

General Statement

Mr. Fumich. As you know, we are operating on a $750,000 budget this current fiscal year, and we are, of course, asking for $1 million. On the face of it, it would seem that we were asking for a $250,000 increase. But the facts are a little different.

CARRYOVER FUNDS

The reason is that although we are operating on a $750,000 budget this year, we had a carryover of $340,000 last year, approximately, which gives an operating actual budget of $1,054,000, in round figures.

So actually, if this budget that we are asking for now is approved, it will mean that we will be operating on $54,000 less than we are operating on now.

DIVISION OF FUNDS

The way we propose to divide up the million dollars that we are asking for is this: We are asking for $770,000 for contract obligation money, and we are also asking for $230,000 for administration costs. This is the heart of our real problem. What we are doing, in effect, is asking $16,400 increase in our administration costs, in the $250,000 increase.

The reason for that is this: When the OME program was originally set up, it was inaugurated with over a million dollars for administration costs. Actually, the amount set up alone for administration was more than our entire budget that we are asking for right now.

And although we had high hopes at that time for the original program, for several years the program did not meet expectations, and so the crew was skeletonized. We actually, for a nationwide program, right now have a total of 14 men.

And although the DMEA program was theoretically and legally supposed to terminate in 1958, we, the OME group, still have to administer the dying out phases of the DMEA program.

ACTIVITY IN PROGRAM

That program is still far from dead. Let me give you an illustration. This year, the program—and I am talking about DMEA, right now—is still in force. We have around 390 contract projects that we still have to administer this particular program. The total money value of those contracts is about $33 million. The amount of money that the Government has invested in that particular program is $15 million. This year we have received $400,000 in royalty payments from that particular group.

And actually, as far as our current picture is concerned, we have been averaging around $40,000 a month in royalty from that particular group.

Now that program is still far from dead. We expect it is going to take several more years before it is phased out enough so that it will not hurt our administration for the current OME program. Sir, the DMEA——

DISTINCTION BETWEEN PROGRAMS

Chairman HAYDEN. What does DMEA mean?

Mr. FUMICH. Defense Minerals Exploration Administration.

The OME, of course, is a successor group, and it is called the Office of Minerals Exploration. I am sorry I did not explain the DMEA to you when I first started.

But, of course, while we were administering the DMEA program with only 14 men, we could do it, because, like I said at the start of my presentation, the OME program was very much on the anemic side. That was the reason they cut the force down. And we could do it, because, although we did not have much of an OME program, we still had quite a large load as far as the DMEA program was concerned. But that situation has come to an end this year, because frankly, we are finally coming of age.

This is what I mean: Last year, for instance, we had a total of 44 applications for the entire year. Out of that particular group of 44 applications, we ended up with 12 signed contracts amounting to $277,000 in Government obligation money.

GROWTH IN PROGRAM

We were averaging about 30 inquiries and requests per month last year compared to 350 per month this year.

This year, up to this current month, we have received a total of 87 applications, almost double what we received in all of last year. Out of the 87 applications, we already have 10 signed contracts. We have six contracts that I have signed that are out in the field for signature by the operators, and we also have two amendments obligating and reserving a grand total of $584,020.

Now that is our program for this year. In other words, we have already obligated approximately 70 percent of our money. We have already gone over our regular formal budget, and as you can see, this big workload has taken up practically all of our time, and we just do not have enough of a staff right now to administer both programs properly.

NATURE OF NEW WORK

Chairman HAYDEN. What is the nature of some of this new work?

Mr. FUMICH. Sir, we increased our program by six minerals this year, including gold, silver, iron, and three of the minor minerals; and because of the inclusion of those particular minerals, we have received a great influx of applications, based mainly on gold and silver. Out of the 50 applications that we are processing right now, we have about 24 applications for gold alone.

Chairman HAYDEN. What will you do with one of those gold applications?

Mr. FUMICH. You mean in processing, sir?

Chairman HAYDEN. Yes.

PROCESSING APPLICATIONS

Mr. FUMICH. Well, in processing an application, whether it is gold or one of the other 37 minerals that we have included in our program, we do this: For instance, say that you have a piece of property, or you have a claim, and you want to explore for one of the minerals that we have included in our program. You make an application to our Washington office or one of our regional offices, stating that you have a claim, that you think there is a good possibility of finding gold there, but you do not have enough money for the program. You tell us what the program will cost, in your estimation.

First, you go to two banks to try to borrow the money. Of course, they have to turn you down before we can try to help you. Then when you send that application in with the two refusals from the banks, we either send a geologist or a mining engineer out to that particular project, and he has to determine this: First, the geological feasibility of that particular mineral being there; second, the grade and the amount of that particular mineral, and whether it would justify the expenditure that both the Government and the applicant——

Chairman HAYDEN. A sampling service?

Mr. FUMICH. That is right, sir.

Third, he would check the costs, and so forth, and he would go into the applicant's personal background to see whether he was the type of person that would have the knowledge, or whether he had the type of program that would give a pretty good chance of a favorable result.

After that, we would go over the contract to make sure that he was charging the right amount for the proper items and for labor and the other expenses involved, and then sign that particular contract, and the man would go in and start working.

We would not advance any money. He would have to work for approximately 2 months, and he would send us a signed voucher for his expenses, and we would pay 50 percent of the expenses of the project.

After the project was completed, we would again send a geologist out to see if he discovered enough of a mineral deposit that we could certify and require him to pay us a 5-percent royalty on any production from that particular area. If he did not find any mineral, he would not owe us any money. The project would be wiped out.

TIME NECESSARY FOR PROCESSING

Chairman HAYDEN. How long would it ordinarily take to work out one of these projects?

Mr. FUMICH. Well, sir, I will just give you an example. Just recently, our man up in Spokane, Wash., checked four projects. It took him 8½ days. He traveled 2,100 miles just checking, making a routine inspection of each of the projects. But if he actually wanted to go in right at the start, it might take him 2 or 3 days to really go into it and make a good inspection of the whole project.

Chairman HAYDEN. How long does that contract operate?

Mr. FUMICH. Six months to a year. Let us say we sign a contract with you and you start working on your project. Then we send that man back two or three times in succession to make sure that when you are sending your labor in there, you are actually charging for the right expenses.

If we did not send anyone in, of course, you could say you had so many men, and your expenses were so-and-so, and of course there would be no way of checking your figures. But by sending a man in once or twice at different periods, you would be on notice that we were going to send someone, and you would come up with the correct figures for your expenses.

When you finished your project, he would come back again to see what type of results you got from that particular project. That is the man in the field.

Now let us come into the main office, here. When that contract is signed, it comes here, and we, of course, check all the vouchers coming in. On that particular project, if there is any delinquency, or if there is commingling of ores—he might have ore from this particular project, and he might have another mine some place, and there might be commingling. We go into all of those details. And that is a special type of problem that we have been having with our DMEA projects. That has been taking quite a bit of work, just on the administering phase alone.

Chairman HAYDEN. Now you run along a while and then decide that the project looks feasible. Then what happens?

TIME LAPSE BEFORE PRODUCTION

Mr. FUMICH. Sir, let us say the project looks feasible. After we send our geologist out, he inspects the project and says, "This project looks pretty good." Maybe there will not be any production from this project for several years. But it does look favorable enough so that at some time in the future there should be some production from this particular project, and we will certify it. We will send the man a letter saying that we have certified that project.

TEN-YEAR ROYALTY LIEN

And for 10 years thereafter, we will have a lien on that particular project.

In case there is any production from that particular project in the next 10 years, it will be subject to our royalty lien. And, of course, if there is no production from that particular project during that 10-year period, then, at the end of the 10 years, we send the man a release, saying that the certification is terminated.

Chairman HAYDEN. How much royalty do you collect?

Mr. FUMICH. This last year we collected around $400,000 in royalties.

Chairman HAYDEN. But I mean percentagewise.

Mr. FUMICH. Well, we have collected approximately 18 percent, percentagewise, on royalty payments.

Chairman HAYDEN. Is there no rule about it?

Mr. FUMICH. Well, we have had approximately 63 contracts from which we got all our money paid back. Let us say we loaned you $30,000 on a project. Then you would be charged 5 percent royalty until that $30,000 was repaid, if you had that much production.

Of course, if you did not have that much production, you would pay us a 5-percent royalty until such time as you ceased production.

ADMINISTRATIVE AND TECHNICAL SERVICES

Chairman HAYDEN. This budget estimate includes $16,400 additional, for administrative and technical services, in fiscal year 1963, bringing this total to $230,000. You have indicated that this increase is necessary because of the increased workload. However, the informantion you supplied shows that you expect 10 less field examinations for new applications, 67 less insepctions of certified projects, or a total of 77 less actions during the coming year.

Would you comment on that?

SOURCE OF FIGURES

Mr. FUMICH. Sir, those are merely formal figures. Actually we expect a lot more than that, but we had to put in a figure to justify the costs that were approved to us.

We are basing that on 120 applications. As you can see, this year alone we already have 87. And let us say we get an average of 10 each month, for the rest of the year. That will give us 40 more. Next year, say we get our 120 applications.

We would have 120 trips initially for the total applications that we received. Then we would have approximately 30-some contracts that we would award out of the 120 applications, and we would go back to the explanation that I gave you before. Each contract would have several inspection trips, and at the end of the contract we would again have to inspect that, which would mean another trip; plus the fact that out of the 390 DMEA contracts we have to make a check to see whether the man is again in production, whether the ownership has changed, if there has been a commingling of ore. It is just the consolidated figure of all these estimates.

SUCCESS OF PROJECTS

Chairman HAYDEN. What do you consider the most outstanding success that has come from a project into which you have put money?

Mr. FUMICH. I would answer that in this way. I think a few years ago we thought we were at the bottom of the basket, mineralwise. But there were several programs inaugurated at that time, and we now find that those programs did do the job.

The DMEA program was inaugurated in about 1951. For 7 years the DMEA was in effect. The minerals discovered based on dollar

value we figure amounted to about a billion dollars. You could figure that for each dollar value of minerals discovered, it cost the Government about 3 cents.

Or you could say that for each dollar the Government put into this program, you got back about $33 in minerals; plus the fact we got back again about 18 percent just in money alone from these particular projects; plus the fact, again, that this money is going out into depressed areas.

And here is what you find on each project that you get.

Say we go in and have a project, and it is successful. He pays all the money back. That is not too often. But of course that is the best.

OK, let us get the next best thing. Say the man goes in and he discovers some mineral, and it might be a certain grade, but it is not good enough to go into production. But we do know 30 or 40 years from now that particular area has been examined by a geologist, a mining engineer. We know what is in that particular area. We do know we have a certain grade mineral in there that we can always get in the future if we want to.

On the other hand, let us go to an even lesser possibility. Here we have a project, and we do not discover anything. We have spent our money, and the man has spent his money. But we do end up with this. Again, that particular area has been checked by a geologist. We know no one is going to fool around with that particular place again. We know nothing is there. That is an advantage in itself. I mean, it is knowledge.

We also know that most of the places these people are trying to explore for minerals are in depressed areas. What that means is that the man hired some men and bought some supplies. It has meant in each of these projects we have sent money out into a community, so that even though nothing was discovered, there was still a positive result for that particular program.

St. Joseph Lead Deposit

Chairman Hayden. But I was just trying to think: What one of these particular mining enterprises that you sponsored is the best one in the United States? That is what I am trying to get at. Which one of them?

Mr. Fumich. We have one particular contract that we are proud of, but the office had been criticized for it in the past. That is the St. Joseph lead deposit, that has turned out to be a wonderful success.

Chairman Hayden. Where is this project located?

Mr. Fumich. It is in Missouri. And there you have complete communities set up, built, with a thriving industry that can compete against lead prices anywhere in the world. That is the project that we like to bring out.

Senator Dworshak. Is that in operation already?

Mr. Fumich. Oh, yes, sir.

Senator Dworshak. How many men do they employ there?

Mr. Fumich. It is a major project. It is in the hundreds.

MAJOR CONTRIBUTION OF PROGRAM

We think that one of the main contributions is not any of these specific things that I have been telling you about. We think it is this: We know that all the projections for the country are on the increase. In other words, our gross national product is supposed to be around $728 billion by 1975. Our construction and our production is supposed to double by that time. Our population is supposed to be around 235 million by 1975. And we know in the past 50 years that our per capita usage of minerals has increased 150 percent.

So putting all those things together, we know that we are going to need a lot more minerals, not for defense purposes, but just for our thriving economy in the future, the next 30 or 40 or 50 or maybe 100 years.

We also know that we have certain minerals that are in short supply in reserve. We do know that these minerals are going to be critical in later years.

And this program has been one of the programs that has pushed that reserve supply into the years ahead. So I think it is very vital.

Chairman HAYDEN. I am convinced of the merits of the program, but I thought it would be well to make a record of some of these things for the benefit of people who have not paid attention to it.

MINERALS AVAILABLE FOR ASSISTANCE

Senator DWORSHAK. Which minerals are available now for assistance, under this program?

Mr. FUMICH. We have antimony, asbestos, bauxite, beryllium, bismuth, cadmium, chromite, cobalt, columbium, copper, corundum, diamond, fluorspar, gold, graphite, iron ore, Kyanite, lead, manganese, mercury, mica, molbydenum, monazite, nickel, platinum group metals, quartz crystal, rare earths, rutile, selenium, silver, sulfur, talc, tantalum, tellurium, thorium, tin, uranium, and zinc.

Senator DWORSHAK. Lead?

Mr. FUMICH. Yes; lead and zinc.

Senator DWORSHAK. Have you added any minerals during the past year?

Mr. FUMICH. Sir, we added six minerals at the start of the year. We added iron ore, gold, silver, bismuth, sulfur, and tellurium.

Senator DWORSHAK. I noticed you included in the list cobalt. Of course, a few years ago we closed down the only cobalt mine in the United States, in Idaho, because they could not produce cobalt in competition with low cost African cobalt.

LOW WORLD PRICES

I agree with you, Mr. Chairman, that there is a lot of merit in this program insofar as making efforts to discover deposits which may be essential at some future time; but our great difficulty is that with lead and zinc and cobalt—and I might mention several others—it is almost impossible for domestic producers to operate at a profit because of the low world prices.

Do you take that into consideration when you act on any of these applications?

Mr. FUMICH. Oh, yes, sir. Just, for instance, lead and zinc. Now, there is a lot of talk about lead and zinc. A lot of people, frankly, are inquiring why lead and zinc are included in our program. But again, the main mission of this program—we are thinking about the next 25 or 50 or 75 or a hundred years.

Lead, for instance. According to most recent projection, you are supposed to have 2.9 million tons of lead indicated or found in reserve. You also have 2.7 million tons of lead in inferred reserve, giving you a total of 5.6 million tons. Our consumption has been a little over a million tons. So just basing it on consumption, we would have a little over 5 or 6 years of lead reserves for the future. That is one of our major metals.

Now, basing it on production of around 300,000 tons a year, we would only have 16 or 17 years, which is merely tomorrow, as far as time is concerned.

Senator DWORSHAK. If you do not get a higher price than 9½ cents for lead, where it is now, you will not have any lead mines functioning. That is not your responsibllity. I am not blaming you.

IRON DEPOSITS

Have you discovered any iron ore deposits recently in this country?

Mr. FUMICH. We have had a few applications for iron ore deposits, and we have one application pending, but as far as the last year or so is concerned, I would have to say no.

Senator DWORSHAK. Has there not been an iron ore deposit discovered in Missouri in the last few years?

Mr. FUMICH. Yes, sir.

Senator DWORSHAK. Who has that? What company? Do you know?

Mr. FUMICH. It is a combination, I understand.

Senator DWORSHAK. Did you help on that project?

Mr. FUMICH. No, sir.

Senator DWORSHAK. Are they producing at that mine now?

Mr. FUMICH. That is my understanding.

MINERALS MOBILIZATION AGENCY

Senator DWORSHAK. Do you work in cooperation with this minerals mobilization agency that was established a few years ago? I do not know whether it is now in the Interior Department or has been moved over.

Mr. FUMICH. Yes, sir; it is still in the Interior Department.

Senator DWORSHAK. Minerals mobilization? Is there an appropriation in this budget, Mr. Larson?

Mr. LARSON. The estimate is to be considered by another committee in the Senate as well as the House. It is not in our estimate before you.

Senator DWORSHAK. Which committee has that?

Mr. FUMICH. I think it is included in something else.

Senator DWORSHAK. I thought it was no longer under the jurisdiction of Interior. But it is still located down there in its old quarters?

Mr. FUMICH. Yes, sir.

Senator DWORSHAK. They compile statistics that are vital to national defense?

Mr. FUMICH. Yes, we coordinate with that particular group, AEC, and other Government agencies.

Senator DWORSHAK. You have not covered this other statement on lead and zinc, have you?

Mr. FUMICH. Not yet, sir. That is next.

OFFICE OF MINERALS EXPLORATION—LEAD AND ZINC STABILIZATION PROGRAM

Chairman HAYDEN. We will next take up the lead and zinc stabilization program.

A budget estimate of $4,900,000 is submitted to provide for stabilization payments to small domestic producers of lead and zinc ores and concentrates. Four million five hundred thousand dollars of the estimate will be used for stabilization payments and $400,000 is required for expenses of administering the program. The justifications will be placed in the record.

(The justifications follow:)

The Secretary of the Interior is authorized by the act of October 3, 1961, (Public Law 87-347) to establish and maintain a program of stabilization payments to small domestic producers of lead and zinc ores and concentrates produced during the calendar years 1962 through 1965. To achieve the maximum benefits of the program, appropriations for the stabilization payments must be made well in advance of the calendar year. Consequently, the funds requested are for use during the calendar year 1963.

The funds requested for the fiscal year 1963 appropriation total $4,900,000. One-half of this amount, $2,450,000, is expected to be carried forward for obligation during the first half of fiscal year 1964. Similarly one-half of the funds proposed for the fiscal year 1962 supplemental appropriation are expected to be carried over for obligation in fiscal year 1963.

The act (Public Law 87-347) authorizes a maximum of $4,500,000 in stabilization payments during calendar year 1963. That amount is requested for use as explained above.

The remaining amount of $400,000 is needed for administration of the program. Approximately 500 producers are expected to apply for eligibility to receive stabilization payments. As many as 6,000 applications for payment may be received during 1963. The staff required to administer this program is expected to reach a peak of 34 persons during fiscal year 1963 when most of the applications for eligibility are being processed and the maximum amounts are being paid.

Lead and zinc stabilization program

Appropriation, 1961	----------
Appropriation, 1962	----------
Total available, 1962	----------

Summary of increases and decreases, 1963

Stabilization payments	+$4,500,000
Administration	+400,000
Net change	+4,900,000
Budget estimate, 1963	4,900,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Stabilization payments			$2,250,000	+$2,250,000
2. Administration			200,000	+200,000
Unobligated balance carried forward			2,450,000	+2,450,000
Total			4,900,000	+4,900,000

JUSTIFICATION

This estimate of $4,900,000 is to provide for payments in pursuance of the act of October 3, 1961 (75 Stat. 766), which authorizes the Secretary of the Interior to establish and maintain "a program of stabilization payments to small domestic producers of lead and zinc ores and concentrates in order to stabilize the mining of lead and zinc by small domestic producers on public, Indian, and other lands as provided in this act."

To achieve stabilization in the annual rate of production and to assure equitable distribution of the benefits of the program as intended by the act, it is essential that the appropriations for stabilization payments be made well in advance of each calendar year.

Since the act establishes the maximum payments that may be made on a calendar year basis, the funds requested herein are for the calendar year 1963. Of the amount requested, $4,500,000 is for stabilization payments and $400,000 is for expenses of administering the program.

Funds for carrying on the program in the calendar year 1962, the first year specified by the act, will be requested in the next supplemental appropriation bill.

The act provides that the stabilization payments to small producers of lead and zinc are to be based on actual sales to smelters or other processors, and will be determined by the metal content of ore or concentrate sold and the relationship between the average market price of the commodity during the month in which sale is made, and the stabilization price fixed in the act. The act sets out elaborate criteria as to eligibility for participation based primarily on historical production by the producers involved. It also provides for "equitable distribution of the benefits of the program," which will necessitate the allocation of individual quotas and continuous review and revision of allocations so that the total amount appropriated for stabilization payments will provide the greatest benefit.

Historical U.S. Bureau of Mines data indicates that over 600 lead and zinc mining operations may be eligible under the program. For this estimate it is assumed that about 500 participants will eventually be certified for eligibility.

The administrative workload may be divided into three primary phases: (1) the analysis, processing, and certification of applications for participation under the program; (2) establishment of quotas and allocations for each producer, and continuous review and revision where necessary; and (3) processing of applications for stabilization payments.

1. *Processing and certification of applications.*—The 500 applications expected will be received from lead and zinc producers in 20 States. The analysis, processing, and certification of these applications will include initial receipt, recording, and control of all applications; review of applications for basic papers required, and necessary correspondence for missing items; analysis of basic data submitted covering the base years 1950 to the present; verification of data submitted with information in the U.S. Bureau of Mines, State bureau of mines, other Government agencies, or in private hands; review of data to determine history of ownership and operations during the base period and to determine whether the producer is eligible for participation; and review of organizational history of the producing unit including changes of ownership, operations through permit or lease arrangement, splitup or merger of properties, etc.

2. *Establishment of quotas and allocations.*—This phase of administration will require continuous review and revision when necessary of quotas and allocations based on a number of interrelated factors, including such items as the approximate level of participation based on applications received to date; total maximum tonnage allowable, computed on base period production; total tonnage estimated to be certified within the current and ensuing quarters, and for the balance of the

calendar year; the present market price for each commodity; the predicted market price; and data based on actual sales to processors and applications for payment.

3. *Application for payment.*—Each applicant or producer is expected to submit one bill each month, a maximum potential of 6,000 applications per year. All applications must be processed to determine that applicant is entitled to payment, that amounts submitted are within the established quotas, and the amount of payment. This will include, as a minimum, the following determinations:

(*a*) That application is from an eligible producer;
(*b*) That production is from an eligible unit;
(*c*) That ores or concentrates are "newly mined" as defined by the statute;
(*d*) That bona fide sale has been made or that producer will further process in lieu of sale;
(*e*) Of metal content according to assay report;
(*f*) Of validity of assay report;
(*g*) That quantity is within allowable maximum for individual producers;
(*h*) That maximum computed stabilization payment is within quota allocation for each producer.

The overall workload includes also the development and amendment of regulations, extensive legal services, factfinding audits or compliance checks at mining properties or offices where records are maintained, printing, public information activities, budget and fiscal operations, and other staff services.

Itemization of estimate—Lead and Zinc Stabilization Program

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations			$2,450,000	+$2,450,000
Unobligated balance carried forward			2,450,000	+2,450,000
New obligational authority			4,900,000	+4,900,000
New obligational authority: Appropriation			4,900,000	+4,900,000
Obligations by objects:				
11 Personnel compensation			126,000	+126,000
12 Personnel benefits			9,000	+9,000
21 Travel and transportation of persons			15,000	+15,000
22 Transportation of things			3,000	+3,000
23 Rents, communications, and utilities			3,000	+3,000
24 Printing and reproduction			3,000	+3,000
25 Other services			2,000	+2,000
Services of other agencies			28,000	+28,000
26 Supplies and materials			3,000	+3,000
31 Equipment			8,000	+8,000
41 Grants, subsidies, and contributions			2,250,000	+2,250,000
Total			2,450,000	+2,450,000

PREPARED STATEMENT

Chairman HAYDEN. This activity was established by act of August 3, 1961; so this is the first appropriation request under the act whose terms are applicable during the calendar year 1962.

Will you explain briefly how the program is to work?

Mr. FUMICH. Sir, this is a $4½ million program, as you have just stated, and we are asking approximately $400,000 for administration costs. And this is for the calendar year 1963. This is the lead-zinc stabilization program passed by Congress in October.

Chairman HAYDEN. Do you have a statement in regard to it?

Mr. FUMICH. Yes, sir; we have a statement.

Chairman HAYDEN. You may put that in the record.

(The statement referred to follows:)

STATEMENT OF GEORGE FUMICH, JR., DIRECTOR, OFFICE OF MINERALS EXPLORATION, ON LEAD AND ZINC STABILIZATION PROGRAM

Mr. Chairman and members of the committee, thank you for this opportunity to discuss the appropriation for the lead and zinc stabilization program authorized by Public Law 87-347.

The request for $4,900,000 is based on our estimate that 500 producers will qualify for stabilization payments during the calendar year 1963 and that payments will reach $4,500,000, the maximum authorized for that year by the act. The remaining $400,000 will be required to administer the program during that same period.

The stabilization program as authorized is based on calendar year production. Consequently, we are recommending that this appropriation be available for the calendar year 1963, rather than the fiscal year. This procedure will enable us to compute individual production allotments based on the funds available and to notify the producers in time that they may plan their production for the coming year. This plan accounts for the carryover of $2,450,000 to fiscal year 1964 which appears in the justification. A similar procedure will be proposed in the request for the fiscal year 1962 supplemental appropriation to provide funds for calendar year 1962. The program should become effective shortly after funds become available, and the peak load of processing applications should occur toward the end of calendar year 1962 and during calendar year 1963.

The staff required to administer this program is expected to reach a peak of 34 persons during fiscal year 1963 when most of the applications for eligibility are being processed and the maximum amounts are being paid.

Each application must first be examined for conformance with the statute and the regulations, then we must review the applicant's organizational structure during the base period from January 1, 1950, until the date of application analyzing any successions in interests or other reorganizations, mergers, and split offs which occurred during the period and determining eligibility of the applicant and the effect of these changes on the eligibility of other applicants who may have been affiliated with the applicant under consideration. Historical data on sales and inventory will be reviewed also for consistency and compatibility with legal limitations and to determine whether data in the application must be verified by field examination.

Since the total funds usable for the program for each calendar year are limited by law, and metal price changes may affect the amounts that can be paid to individual producers, a system of allocation (quotas) must be maintained to distribute equitably the benefits of the program as required by law. For this purpose current records will be maintained of maximum quantities certified to each participant, amounts earned to date, and unused allocations. These data will be evaluated with consideration given to such factors as anticipated additional quantities to be certified, present and anticipated levels of market prices for lead and zinc, anticipated future production of lead and zinc, and remaining funds available. The results of this evaluation in composite form will be the basis for determination of overall and individual allocation of sales quotas on which stabilization payments will be made.

One claim per month may be expected from each participant so that the volume of such claims could be approximately 6,000 per year. The factors to be considered in reviewing a claim will include a determination that the quantity of lead and zinc sold on which payment is claimed is within the participant's approved quota, and that the sale is in fact a bona fide sale. Each claim approved would be entered in the records required for control of the quota system and would then be processed for disbursement. Claims on which the propriety of payment is questioned would require review with engineers or attorneys or some other means of confirmation. Each claim would require continuing surveillance of applicant's independence of operation or integrity of corporate structure to assure continued eligibility for participation in the program.

Technical review and verification of basic data

This work will involve the delineation of mining properties and operating units for which eligibility is claimed and their composition and character of operations during the base period; analysis, review, and verification of all base period physical and metallurgical production data, as well as data on production, processing, or sales submitted with the application for payment.

It is expected that a substantial percentage of the applications for stabilization payments will involve further search of basic records, verification of production and sale, assay reports, or other factors requiring attention of the staff of mining and metallurgical engineers.

It is estimated that field engineers will spend about half of their time in travel status examining and investigating the 500 applications for participation and the 6,000 applications for payment.

Under certain conditions, it may be necessary to have Government surveillance of sampling and to have assaying done for the Government account. An estimate of 75 such cases per year at $100 per case has been included in the cost of administering the program.

Legal services

It is expected that a considerable volume and variety of legal problems will arise in the administration of this program; among these are the following:

1. Approximately 20 percent of the applications for participation under the program will involve questions of joint ownership, affiliation with other companies, partnership, common control of mining properties, succession in interest, and single operating units. In the consideration of these questions, it will be necessary to examine voluminous legal documents such as mining agreements, leases, and partnership and financial agreements.

2. Because a large number of the mining properties from which lead and zinc are produced are owned by large mining and milling companies, and leased under agreements whereby the production of the mine is delivered to the mill of the owner of the property, it will be necessary to examine agreements to determine whether the miner is an independent contractor and a small domestic producer within the meaning of the act.

3. The law provides that the maximum tonnage eligible for stabilization payments under the program shall be the maximum tonnage of lead and zinc produced by any participant during any calendar year between January 1, 1950, and December 31, 1960, but not in excess of the limits specified in the act. It is anticipated that many legal problems will arise in connection with this question and a determination will be required in the case of each applicant since many of the miners have operated more than one mine at the same time during this period and some are known to have been interested in several operations at one and the same time. It will, therefore, be necessary to determine their status, within the contemplation of the act, with respect to such production.

Program audit

Annual site audits are planned for about 15 percent of the 500 qualified producers, about 75 site audits per year. They will involve verification of most of the production and sales data supplied in applications for participation and applications for stabilization payments. Other audits of limited scope are planned in connection with the current processing of documents or changes in the regulations.

If you have any questions, I shall try to answer them.

OPERATION OF PROGRAM FROM WASHINGTON

Senator DWORSHAK. Are you going to operate this program from Washington, D.C.?

Mr. FUMICH. Sir, the program will be operated from Washington. At this time we do not know whether we will be delegated with the responsibility for operating that program, or whether it will be delegated by the Secretary of the Interior to GSA. But we have been given the responsibility for requesting funds for the administration of the program.

I am willing to answer any questions. Or if you wish, I could give you a few explanatory remarks on the program itself.

Chairman HAYDEN. Do that.

PROGRAM DESIGNED FOR SMALL PRODUCERS

Mr. FUMICH. This of course was designed primarily for small producers, and your small producer has been defined as anyone producing less than 3,000 tons, combined, of lead and zinc, in any 12-month period, between 1956 and the time that they apply for the program after 1961.

The program is also based in another way on the years 1950 to 1961, in that the person is qualified for the highest tonnage that he produces during that 10-year period.

That is what he is qualified for payments for.

Senator DWORSHAK. New mines cannot qualify under this program?

Mr. FUMICH. No, sir. There is a dual qualification. The property itself has to have been operated between 1956 and 1961.

Then the producer himself has had to operate during those particular years.

We are asking for this amount of money, because we figure that, based on some data that we acquired from the Bureau of Mines in 1956, the biggest year, there were 574 producers. We are talking about units, now; units of less than 3,000 tons per year. At that time, 1956, the lead production was 58,000 tons in round figures, and zinc production was 95,000 tons.

STABILIZATION PAYMENTS

Now, basing it on today's prices of 9½ cents for lead and 12 cents for zinc, your total stabilization payments would amount to $15,000 less than $7 million. In other words it would be $6,985,000. That would be based on your big year, in 1956.

Of course, we realize that we can only pay up to $4,500,000. But I am just trying to show you what our estimate is based on.

Senator DWORSHAK. That is assuming that all of those old mines go back into production?

Mr. FUMICH. Well, that is just one basis.

The other measurements we have are these: In 1959, we had 213 producers. This is 3 years later, and of course we are going back into that recession. We had 213 producers.

And at that time we had approximately 23,000 tons of lead produced, and around 27,000 tons of zinc.

So again, based on today's prices the amount of stabilization payments would be approximately $2,450,000. That is your low period.

Now, let us figure the last 5 years. In the last 5 years we had around 372 producers on an average, figuring between 1956 and 1960.

We had 32,000 tons, approximately, of lead produced. We had approximately 52,000 tons of zinc produced.

That figure, with stabilization payments based upon present prices, would be around $4,200,000.

That gets us to our estimate for our program.

LOCATION OF SMALL PRODUCERS

Senator DWORSHAK. Are those small producers scattered pretty much throughout the West, or are they concentrated in one or two States?

Mr. FUMICH. They are in 20 States, approximately.

Senator DWORSHAK. Most of them are in Oklahoma, are they not?

Mr. FUMICH. Well, that is your tristate area. You have another grouping in New Mexico and Arizona. Then you have your Coeur d'Alene district. You have three or four primary areas, sir.

BASIS OF ESTIMATE

Getting back again to our estimate, we believe they will get more than the average. At least we think they will. We figure there will be 500 producers.

We also figure that the 500 producers will produce 50,500 tons of lead and 83,000 tons of zinc; which will mean that they will produce for lead and zinc stabilization payment purposes, $6,070,000.

That, again, is above your $4,500,000 limitation. I am just trying to give you estimates.

So breaking that down another way, we estimate that each producer will average around 267 tons and around $10,000 in stabilization payments.

PERCENTAGE OF SMALL MINES RESUMING PRODUCTION

Senator DWORSHAK. Have you made any checks to ascertain what percentage of these small mines will go back into production?

Mr. FUMICH. We have not made any checks. We have had three or four hearings out in the field in these particular areas, and from all indications, a lot of them are not going to be able to make it, because some of the mines are watered, and everything. But we have no actual evidence at all of any of that.

Senator DWORSHAK. Your figures, then, may not be too reliable; because while you are basing them on the conditions which prevailed in 1956, 1959, and more recently, actually, you have got to determine how many of these small mine operations are profitable, because certainly the owners are not going to produce lead and zinc unless they can make some money.

Mr. FUMICH. Sir, I agree with you, there. We have no other indication, other than the statistics and figures I gave you, which were garnered by the Bureau of Mines, and there would be no way that we could check ourselves. We have no money to go out to check. The figures we give you at this time are based on figures we received from the Bureau of Mines, and those are based on production figures during the last 5 years.

MAXIMUM PRODUCTION FOR SINGLE PRODUCER

Chairman HAYDEN. What is the maximum amount any one producer could produce?

Mr. FUMICH. 3,000 tons, sir; 1,500 tons of lead and 1,500 tons of zinc. You could not produce any more than that, because you would be disqualified.

Chairman HAYDEN. And how much would he get for that?

Mr. FUMICH. Well, you would base that on current prices. Your 9½-cent lead would amount to $75 a ton for lead, and your zinc price would be $27.50 a ton for zinc. So you would multiply 1,500 by $75, and 1,500 by $27.50, and those would be your total figures.

Mr. JOHNSON. About $135,000, or something like that.

CLOSE SCRUTINY OF APPLICATIONS

Chairman HAYDEN. Is it possible for one producer to participate in the program with products from more than one property?

Mr. FUMICH. Yes. We figure, based on the information we have at hand, that almost every one of these applications is going to have to bear legal scrutiny before any payment is made. And that is because three particular areas especially will receive careful examination on legal aspects alone.

First, who is the producer? One person might have stock in a corporation. The same person might be in a partnership that is producing over 3,000 tons. He might be in a joint venture that has a mine, with another production. And it is going to be up to the solicitor to find whether that man qualifies under the act.

We are going to have many of those.

Now, in another particular area, we have a different situation that applies. We have a large company with many leases out to lessees, and they in turn sell their production back to the original lessor.

So the attorney is going to have to check in each instance whether that person is a lessee and an independent contractor and therefore eligible for the program, or whether he is an employee of the original operator or the original lessor.

The third group of claims that we are going to have is in the category of his top qualification. Say that a person has one unit, where he is producing maybe 200 or 300 tons of zinc, as an individual. He has stock in a corporation that has certain tonnages of lead and zinc. He belongs to a joint venture that has a different production capacity. It is going to be up to the solicitor to determine if he is qualified and what tonnage he is qualified for.

As you can see, it is going to take an attorney's check on every application in this program.

Chairman HAYDEN. Any further questions, Senator Dworshak?

ALLOCATION OF QUOTAS

Senator DWORSHAK. Just one.

What you have just said indicates that you will have to be very cautious in selecting allocation quotas, or whatever you might call this, so that there will be an equitable application of this program, and the possible elimination of any abuses in any particular area.

Mr. FUMICH. I agree with you there, sir.

Senator DWORSHAK. If you do not do that, this program is going to cause a lot of embarrassment for the Department and for Congress and for the mining industry.

Mr. FUMICH. Let's put it this way, sir. I agree with you entirely and I will add this: In writing the regulations, we have tried to cut the area of controversy right down to the minimum. Regardless of that, it still means this program is going to be a hornet's nest to administer. It is going to be very difficult. It is going to be very expensive; because each application is going to take a lot of work not only on the legal side, but also for the group. That is one reason we are asking for $400,000 to administer this program.

For instance each application that comes in—we are going to have to check, based on all the records that we have and that the Bureau of Mines has, to see whether that man is an eligible man. We will have to go through all the things I have already mentioned. That is just to get him in the program.

Then we have to try to assign a quota; because we are going to have to try to find out what the price of lead and zinc is at the time, and what we think it is going to be during the year, how many applications we have, how much each one is entitled to. That whole thing will be done every quarter.

And then we will have 6,000 applications for payment because we figure, based on an estimate of 500 for 12 months, we will have 6,000 applications for payment a year, and each one of the applications we will require this check. We will have to determine whether it is an eligible unit, whether the producer is an eligible producer, whether there is a bona fide sale, the validity of the assay, the metal content from the assay, and whether it fits into the quota, and whether it fits into the year.

So you can see it is going to be very, very tough.

Senator DWORSHAK. That will make a good reemployment project.

ADMINISTRATIVE COST

Senator BIBLE. Mr. Chairman, this is certainly a complicated program, and I hope we do not spend more in administering it than we end up paying out.

The figure that you use for administration was $400,000?

Mr. FUMICH. Yes, sir.

Senator BIBLE. And is this going to be a fairly constant program during the 4 or 5 years of the program? Is this a 4-year program?

Mr. FUMICH. A 4-year program, sir. It phases out.

On the other end, you will have 1,500 tons of each metal, and then it goes down to 1,200, 900, and 600.

POLICY ON INVENTORY

Senator BIBLE. Under this law—and I have just briefly and hurriedly scanned it right now—will you pick up ores on the ground? If I have a lead-zinc mine operated in 1957, if I have 300,000 tons of lead-zinc ore on my property right as of today, will you come in and buy that?

Mr. FUMICH. Sir, you are getting into the question of inventory, which is one of the very ticklish points that we have to worry about. Of course, I cannot say exactly, but based on what I think the regulations are going to say, it is going to be based on what the normal inventory for the production is at that particular unit. In other words, if you were to say 300,000 tons, if that is a normal inventory that that particular unit has been carrying on all the time historically, it might be all right.

On the other hand, if it would not be, then it would not be a normal inventory, and it would not be eligible.

Senator BIBLE. Of course, I think this is one of the main areas.

PAYMENTS BASED ON SALES

Mr. FUMICH. The ore has to be sold. There will be no payments made at all unless there is a sale. If you merely produce and stockpile, there will be no stabilization payments made at all.

Senator DWORSHAK. It has to be new production, does it not?

Mr. FUMICH. New production; yes, sir.

Senator BIBLE. Is this new production, then, in the current year, 1962?

Mr. FUMICH. Yes, sir.

Senator BIBLE. You would not pay anything for ore that was produced in 1961?

Mr. FUMICH. Well, the ore might be produced after October 1, 1961, but it would have to be sold this year.

Senator BIBLE. Yes, but do you have any honest-to-God miners in your outfit that know this lead-zinc problem, that can go out and distinguish between ore that was mined in June last year and in October? How are you going to tell the difference?

Mr. FUMICH. Yes, sir. I think we have some specialists in the Department. I will just say that in all sincerity.

Senator BIBLE. You have one sentence in here:

> Payments shall be made only with respect to ores and concentrates produced from an operating unit which was operated during the whole or some part of the period January 1, 1956, to August 1, 1961.

Mr. FUMICH. That is right.

Senator BIBLE. What does that mean?

Mr. FUMICH. That was designed for this particular purpose, sir. The Lead-Zinc Stabilization Act was designed to try to make the producers that were actually producing lead and zinc at that particular time or in recent years—let them hold on a little while longer, and then I understand phase them out.

In other words, it was not designed to bring any more people into production.

Let us say a mine was operating in 1950, but it closed down before 1956, and it did not operate during 1956–61. That mine would not be eligible.

It is the same way with a producer. It was designed not to bring new units into production. It was designed to try to help out the persons that were actually in production during the last 5 years.

SITUATION OF SMALL PRODUCER

Senator BIBLE. How about the little lead-zinc miner that lived in hope between 1956 and 1961, and actually did not produce very much?

Mr. FUMICH. He would be eligible, sir, but he would be only eligible for the amount of tonnage that he produced and sold during the base period, any 12-month period.

Senator BIBLE. Of course, he probably did not produce or sell very much, because the price was such that he could not produce and sell much. Would this be factually correct?

Mr. FUMICH. Well, factually, based on estimate, we understand that about 90 percent of the lead and zinc producers would be eligible for the program.

Senator BIBLE. Of small producers?

Mr. FUMICH. Of all the producers.

Senator BIBLE. Can a large producer take advantage of this up to 3,000 tons?

ESTABLISHING ELIGIBILITY

Mr. FUMICH. No, sir. As we understand the law, anyone that has produced over 3,000 tons during the base period is ineligible.

Senator BIBLE. Now, you are getting back to the point of my question. How many actually produced and sold? Do both of them have to produce? Do we have to produce and sell over 3,000 tons in the period between 1956 and 1961, to be eligible?

Mr. FUMICH. If you produced more than 3,000 tons; but if you sold less than 3,000 tons, I think, personally—now, I do not know about the regulations— I personally think you would be eligible.

In other words, the test is on the amount sold during any 12-month period, and not the amount produced.

ESTIMATED NUMBER ELIGIBLE

Senator BIBLE. How many lead and zinc producers sold less than 3,000 tons in the period between 1956 and 1961?

Mr. FUMICH. I will go back to the statements I gave before. In 1956 there were 574 units that produced lead and zinc totaling less than 3,000 tons, lead and zinc combined, per year.

Senator BIBLE. How about the following year? Was 1956 the peak year?

Mr. FUMICH. 1956 was the peak year. We have the figures for the following year. I can give you the low year. The low year was 213 units, in 1959; units totaling less than 3,000 tons in the 12-month period.

Senator BIBLE. Then your statement is that the peak number of lead and zinc miners who would qualify under this program, based on the years 1956 to 1961, would be 564?

Mr. FUMICH. We are saying that based upon the statistics that the Bureau of Mines has given us.

Now, with the subsidy payment the way it is right now, it is going to come pretty close to that figure. We believe it will be better than the 5-year average that I gave you before, of 372. We think it will be nearer the 574. But of course we do not believe that it will be 574. The only way we could try to figure would be to base it on those particular statistics.

SALES TO PRIVATE INDUSTRY

Senator BIBLE. Where does this lead-zinc go after the Government has purchased it?

Mr. FUMICH. The Government does not purchase it.

Senator BIBLE. It is sold to industry, and then this is a straight-out stabilization payment?

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Mr. FUMICH. That is right, sir, a stabilization payment, paid to the producer, based on the amount sold.

Senator BIBLE. So the U.S. Government receives nothing in the way of either lead or zinc after they have made the stabilization payment?

Mr. FUMICH. No, sir.

Senator BIBLE. The lead-zinc goes to St. Jo or American Lead and Zinc or A.S. & R. or one of the big smelters?

Mr. FUMICH. That is right, sir.

Senator BIBLE. I think I have no further questions at this time, Mr. Chairman.

Chairman HAYDEN. We thank you, then, for your statement, and we will now take up the Office of Oil and Gas.

OFFICE OF OIL AND GAS

STATEMENTS OF JEROME J. O'BRIEN, DIRECTOR; FREDERICK S. LOTT, ASSISTANT DIRECTOR; RUSSELL W. SLIGHT, ADMINISTRATIVE OFFICER; J. CORDELL MOORE, ADMINISTRATOR, OIL IMPORT PROGRAM; THOMAS C. SNEDEKER, ASSISTANT ADMINISTRATOR, OIL IMPORT PROGRAM; AND HENRY C. RUBIN, OIL IMPORT APPEALS BOARD COUNSEL FOR THE BOARD

SALARIES AND EXPENSES

Chairman HAYDEN. The Office of Oil and Gas requests $731,000 for "Salaries and expenses" during fiscal year 1963. This is $200,000 more than was appropriated in fiscal year 1962. The justifications in support of this request will be printed in the record.

(The justifications follow:)

COORDINATION OF OIL AND GAS ACTIVITIES

Program objectives

The Office of Oil and Gas is a staff organization primarily responsible for the coordination of Federal oil and gas policies and activities.

Program for past year

Provided advice and assistance to Federal and State agencies, Members of Congress, congressional committees, industry, foreign governments, and private citizens on oil and gas matters or activities.

Collaborated with the Office of Emergency Planning (formerly OCDM) and the Departments of State and Defense on petroleum problems involved in potential and actual crises in the Far East, the Middle East, and Western Europe.

Participated in meetings of the Petroleum Planning Committee of NATO and provided advice and assistance to other international organizations.

Conducted regular and special petroleum supply-demand studies both domestic and worldwide.

Cooperated with State, local, and industry emergency planning officials in the development and coordination of their petroleum and gas plans.

Continued the program for the recruitment, selection, and appointment of the petroleum and gas national defense executive reserve.

Program changes

Any changes in the normal flow of petroleum and gas results in a shift of emphasis of the activities of the Office of Oil and Gas. This may result from specific situations such as those involved in Quemoy, Iraq, Jordan, Lebanon, or Berlin; petroleum transportation system breakdowns, such as seizure of Suez, strikes or severe winter weather; breaks in pipelines whether due to natural causes or causes such as the destruction of pumping stations in Syria during the Suez crisis; and shortages or surpluses in supplies of petroleum and gas due to changes in economic conditions at home or abroad.

Programs for budget year

Most programs are expected to continue during the fiscal year 1963. The oil and gas activities must be flexible in order to meet specific situations at any given time. More emphasis is planned for the coordination of petroleum and gas mobilization readiness plans at the State, county, and local levels; also, industry facilities protection and rehabilitation planning.

ADMINISTRATION OF OIL IMPORT PROGRAM

Program objectives

The program is designed to insure a stable, healthy industry in the United States capable of exploring for and developing reserves to replace those being depleted. The basis of the program is the certified requirements of our national security which make it necessary that we preserve to the greatest extent possible a vigorous, healthy petroleum industry in the United States.

In addition to serving our own direct security interests, the program will also help prevent severe dislocations in our own country as well as in oil industries elsewhere which also have an important bearing on our own security. Petroleum, wherever it may be produced in the free world, is important to the security, not only of ourselves, but also of the free people of the world everywhere.

Program for past year

Analyzed applications from over 199 importers to determine eligibility for semiannual import allocations for crude oil, unfinished oils, and finished products.

Established semiannual allocations for imports of crude oil, unfinished oils, and finished products. Also established the amounts to be allotted to each eligible applicant by type of product.

Issued semiannual licenses to eligible importers authorizing the amounts of crude oil, unfinished oils, and finished products to be imported during each semiannual period and quarterly licenses for eligible importers of residual fuel oil. Furnished a copy of license to the appropriate collector of customs for their information and guidance.

Analyzed reports from each importer showing the amount of crude oil, unfinished oils, or finished products entering the United States under the license issued, the port of entry, and date of entry. Received and tabulated reports of exchanges of imported crude oil. Maintained and analyzed records of stock positions of residual fuel oil.

Maintained adequate records of imports for the preparation of regular and special reports to the Director, Office of Emergency Planning (formerly OCDM), the President, and the Congress.

Program changes

No significant change in the program is anticipated during the fiscal year 1963.

Program for budget year

The progam is expected to continue at about the current level during the fiscal year 1963.

Salaries and expenses

Appropriation, 1961	$512,000
Transfer from Office of Emergency Planning for financing defense functions	71,794
Total available, 1961	583,794
Appropriation, 1962	531,000
Transfer from Office of Emergency Planning for financing defense functions	115,000
Total available, 1962	646,000

Summary of increase, 1963

Increase in defense functions	85,000
Budget estimate, 1963	731,000

Analysis by activities

	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Coordination of oil and gas activities	$481,502	$532,500	$617,500	+$85,000
2. Administration of oil import program	79,896	99,000	99,000	
3. Oil import appeals	14,086	14,500	14,500	
Unobligated balance lapsing	8,310			
Total	583,794	646,000	731,000	+85,000

JUSTIFICATION

The estimate of $731,000 is $85,000 more than the amount available for fiscal year 1962. It provides for the following activities: Coordination of oil and gas activities including emergency planning $617,500, administration of oil import program $99,000, and administration of the Oil Import Appeals Board $14,500. The increase is for the emergency planning activities of the Office of Oil and Gas.

COORDINATION OF OIL AND GAS ACTIVITIES

Functions.—The Office of Oil and Gas, under the supervision of the Assistant Secretary for Mineral Resources:

1. Provides staff advice and assistance to the Secretary of the Interior, the Assistant Secretary for Mineral Resources and the secretariat in the development, coordination, and management of programs and functions relating to oil and gas which are assigned to the Department of the Interior by the President or the Congress.

2. Provides leadership in obtaining the coordination and unification of oil and gas policies and related administrative activities of Federal agencies and enlists their cooperation to assure adequate development, distribution, and utilization of petroleum and gas resources and facilities to meet civilian, industrial, and military requirements in time of peace or national emergency.

3. Serves as the principal channel of communication between the Federal Government and the Interstate Oil Compact Commission, State oil and gas regulatory bodies, and the petroleum and gas industries.

4. Represents the United States on NATO's Petroleum Planning Committee and, on occasion, furnishes the chairman for the working group thereof. Also, represents the United States on oil and gas matters at meetings of the International Labor Organization.

5. Represents the United States on Energy and Oil Committees of the Organization for Economic Cooperation and Development.

6. Provides advice and assistance on petroleum and gas matters and, when necessary, represents the United States at meetings of international and other organizations such as the Economic Commission for Latin America, Economic Commission for Asia and the Far East, Economic Commission for Europe, Economic and Social Commission of the United Nations, and the World Petroleum Congress.

Evaluation and forecasting.—The Office of Oil and Gas is the only Federal Government Office that consolidates military, industrial, and civilian petroleum requirements, correlates these requirements with probable availablity of petroleum and gas, makes comprehensive petroleum and gas supply-demand surveys, and prepares forecasts of the probable availability of petroleum and gas to meet the peacetime requirements of the United States and the friendly foreign nations from all sources at home and abroad. In collaboration with the military and the Office of Emergency Planning conducts petroleum and gas supply-demand surveys to coordinate probable military demands with essential civilian and industrial requirements of the United States and the friendly foreign nations to meet emergency or wartime requirements.

Data includes information on capacity and facilities to locate, produce, refine, store, and transport petroleum and gas in the free world under peacetime, emergency, or wartime conditions; also, supply-demand information for the free world under the same conditions.

Information on petroleum and gas supply and demand is available from many sources. Federal sources include the Geological Survey, the Bureau of Mines,

the Department of Commerce, the Federal Power Commission, the Interstate Commerce Commission, or any agency developing, maintaining, and publishing data which has a bearing on petroleum and gas supply. State sources include the Interstate Oil Compact Commission, Texas Railroad Commission, and other State conservation agencies of oil-producing States. Industry sources include information regularly published by oil and gas trade associations and by direct contact with the executive and technical personnel in the oil and gas industry.

Additional information is obtained by utilizing the services of industry advisory councils, boards, and committees established by the Secretary of the Interior. These include the National Petroleum Council, which provides the services of the best qualified men in the oil and gas industries on broad technical matters concerning petroleum and gas; a new subcommittee of the Foreign Petroleum Supply Committee, recently organized, composed of a special group of technical advisers to the Department of the Interior, Department of Defense, and Office of Emergency Planning on highly confidential questions involving petroleum and gas national security and defense; and the Foreign Petroleum Supply Committee which provides an advisory service pertaining to sources and methods for obtaining petroleum supply and demand information for all countries of the free world, and develops plans of action to prevent, eliminate, or alleviate shortages of petroleum supplies which threaten to affect adversely the security of the United States. These correlations of the probable petroleum and gas supplies available with probable peacetime, emergency, or wartime requirements disclose areas of potential deficiencies. The Office then devises ways to alleviate or prevent such deficiencies.

The foregoing information also provides a basis for special studies, reports, and papers pertaining to—

(1) planning by the military and interested civilian agencies for threatened or actual crises in situations such as Quemoy, Matsu, Lebanon, Jordan, Korea, Suez, and Berlin;

(2) advice and assistance on a wide range of oil and gas matters to the Congress, its committees, the Departments of State, Commerce, and Defense, Office of Emergency Planning, and to other Federal agencies concerned with petroleum and gas or the supply thereof;

(3) cooperation between the Federal Government and the oil-producing States and the State conservation bodies thereof, and the Interstate Oil Compact Commission;

(4) cooperation between the Federal Government and the petroleum and gas industries and industry councils, boards, and committees;

(5) activities of U.S. representatives at meetings of the Petroleum Planning Committee of NATO;

(6) activities of the U.S. representatives at meetings of the Energy and Oil Committees of the Organization for Economic Cooperation and Development;

(7) activities of the U.S. representatives at meetings of special petroleum industry advisory groups appointed by the Organization for Economic Cooperation and Development composed of the friendly European nations;

(8) activities of the U.S. representatives at meetings of other international organizations dealing with the economic development of areas of the free world other than the NATO countries; and

(9) petroleum planning by the Department of State in connection with its programs with the NATO countries and the friendly foreign nations elsewhere in the free world.

Committee activities.—The Office of Oil and Gas chairs or furnishes representatives to a variety of Federal, State, and industrial committees interested in or affected by petroleum and gas operations or supplies. Some of these are—

(1) cochairman of committee or subcommittees of the National Petroleum Council (industry) when so designated by the Secretary of the Interior;

(2) cochairman of the National Petroleum Council Committee on National Emergency Oil and Gas Mobilization (industry); the Committee on Proved Petroleum Reserves and Availability; and the Coordinating Subcommittee for Natural Gas and Natural Gas Liquids Reserves and Availability;

(3) Department of the Interior representative to the Interstate Oil Compact Commission (State government);

(4) Department of the Interior representative on the Petroleum Subcommittee of the Economic Intelligence Committee of Central Intelligence Agency (Federal Government);

(5) Department of the Interior alternate representative on the Operating Committee of the Advisory Committee on Export Policy of the Department of Commerce (Federal Government);

(6) chairman of the Foreign Petroleum Supply Committee (industry). The chairman or a full-time Government employee of the Office of Oil and Gas serves as chairman of subcommittees of the Foreign Petroleum Supply Committee (industry);

(7) Department of the Interior representative on the Interdepartmental Committee To Develop Programs To Retard Western Europe's Dependence on Middle East Oil; and

(8) Department of the Interior representative on the Interdepartmental NATO Petroleum Backstopping Committee.

Emergency planning.—In carrying out its normal functions, the Office of Oil and Gas develops much information having application to programs being conducted to discharge Interior's delegated responsibilities under E.O. 10997 for planning petroleum and gas mobilization readiness. However, funds heretofore have not been available to provide the Office with adequate capability to develop and coordinate all aspects of planning guidance required or to carry on mobilization activities in the field. It is in the field where practical arrangements for the emergency handling of petroleum and gas must be worked out. Here at State and local government levels and in industry are persons likely to have responsibility for implementing such readiness measures in wartime.

Importance of petroleum and gas.—Petroleum and natural gas currently constitute the source of approximately 73 percent of all energy used in the United States and conservative forecasts of future demands indicate our Nation will become more, not less, dependent upon oil and gas to meet its energy requirements.

Our very way of life is built upon the assumption of adequate supplies of petroleum and gas. Seventy-two million passenger automobiles, trucks, and buses jam our streets and highways; the railroads operate mostly on fuel or diesel oil; water movement from the small outboard to the huge ocean liner is based mostly on oil fuel; and air travel as we know it today depends entirely on high test gasoline and jet fuel. Motive power for the factory and mechanization on the farm are provided by the internal combustion or diesel engine and the electric motor. As for electricity, 25 percent of all the power produced is generated with oil and gas. Space heating, formerly provided largely from coal, and then oil, is rapidly becoming the special preserve of natural gas and this heavy dependence, too, must be taken into account in developing plans for government and industry, working together, to meet essential oil and gas requirements in a national emergency.

Adequate oil was an indispensable factor in winning World War I and World War II, and the availability of petroleum and gas to meet essential needs for civilian survival, military operations, and reconstruction would be vital in event of nuclear conflict. In both World Wars and the Korean crisis however, there was ample time to mobilize after war began. A third world conflagration, on the other hand, could start with a no-warning nuclear attack, followed up possibly by biological and chemical weapons. Hence, the imperative need to have an adequate mobilization mechanism ready, tested and in effect before the beginning of hostilities.

Emergency organization.—Current planning provides for the Office of Oil and Gas to serve as the nucleus of a standby Federal petroleum and gas agency, to be in readiness, if needed, to exercise directional control of oil and gas industry operations during a national emergency. Operating in close conjunction would be appropriate State and local government emergency units supervising allocation and distribution of oil and gas to the ultimate consumer. Backing up all levels of government would be industry endeavoring to supply products and services as needed. Personnel to staff the Federal Government's standby organization is being recruited largely from industry, although other sources of manpower are also being drawn upon such as government, the professions, universities, labor, etc.

In carrying out its assignment to plan for the emergency mobilization of oil and gas resources, the Office of Oil and Gas makes maximum use of its built-in capabilities. The advice and experience of its technical specialists are freely drawn upon and its information, materials, and studies fully utilized in preparing the Office of Oil and Gas to serve as the nucleus of an emergency petroleum and gas agency; in developing and coordinating national level mobilization planning guidance; and in providing direction and review of field mobilization programs.

Cooperation with State and local emergency planning agencies.—During fiscal year 1962, the Office of Oil and Gas has five mobilization representatives and a secre-

tarial assistant in the field with delegate agency funds, one each in areas 1, 4, 5, 6, and 7. In fiscal year 1963 funds are being requested to add three more of these field people so as to have one in each of the eight areas; and to provide them with more nearly adequate office expense and travel allowances. Working closely with representatives of government and industry our area mobilization representatives—

(*a*) advise the Office of Emergency Planning area directors as to integration of oil and gas in area plans;

(*b*) assist State and local governments to plan, test, and coordinate with Federal planning, their proposed arrangements for the emergency handling of petroleum and gas;

(*c*) provide industry with advice and assistance for setting up, and assuring the feasibility of, plans to enable continuance of operations during and after nuclear attack; and

(*d*) assist in the recruitment, training, and orientation of executive reservists expected to man a Federal emergency organization to meet essential demands for oil and gas during a national emergency.

Fieldwork in promoting oil and gas mobilization readiness has been impressive thus far during fiscal year 1962 although restrictions on travel may prevent effective followup in many instances of initial planning effort. Requests for assistance from State and municipal authorities are very much on the increase. Joint Federal-State oil storage surveys were begun in five areas. Analysis of the data developed by the National Petroleum Council on oil storage was completed and the information is being utilized in support of our mobilization plans. A project to plot precise locations of all important oil and gas facilities on large scale maps, scale 1:250,000 for each of the eight areas and the entire United States is nearing completion. Many oil and gas companies adopted survival plans and an increased number participated in Operation Alert exercises including tests at community level. Acceleration of the preparation of area plans and annexes increased the requirement for joint planning with the Office of Emergency Planning area offices.

Executive reserve.—Recruitment for the petroleum and gas unit of the national defense executive reserve must be stepped up and a useful program of training inaugurated. Fifty to sixty individuals are expected to be nominated during fiscal year 1963 for the petroleum and gas executive reserve which requires top secret clearance. Thus far, training and orientation of reservists has been confined to their receiving information materials by mail, infrequent participation in Operation Alert exercises, and occasional contact with Office of Oil and Gas field representatives. If reservists are to perform their duties effectively under conditions imposed by nuclear attack, they need to be familiar with emergency government procedures and knowledgeable regarding what to expect in carrying out their assignments in a modern no-holds-barred war. It is proposed to conduct reservists' training conferences every quarter in each of the eight Office of Emergency Planning areas and in Washington during fiscal year 1963. Funds for travel of full-time employees in connection with the conduct of these training conferences is incorporated with travel allowance being requested for field personnel. However, funds are not included for traveling expenses for executive reservists.

Industry survival.—If the oil and gas mobilization readiness program is to succeed, it must be considered realistic and feasible of implementation by those in government at Federal, State, and local levels and those in industry expected to be involved in emergency operations. Most important single element in attaining this goal is the wholehearted participation of the petroleum and gas industries. Their personnel is expected largely to staff government emergency oil and gas agencies and the companies themselves are expected to furnish enough oil and gas to meet emergency requirements.

Limited guidance dealing with industry survival preparations, based on Washington advice, is provided by our mobilization representatives, but neither we nor our field people are experts in this profession. A specialist in industry facilities protection is urgently needed in Washington, capable of preparing manuals for field use and developing specific guidance to individual petroleum and gas companies regarding their disaster planning problems. Funds are requested to provide an industrial specialist and secretarial assistant for the Washington office for these purposes.

Area offices.—Funds are requested to provide a petroleum and gas representative and a secretarial assistant for each of three Office of Emergency Planning area offices in order to complete the staffing of all eight offices. These representatives furnish technical advice to members of the Office of Emergency Planning regional staff and participate with them in the integration of petroleum and gas plans with

the overall plans for the area; work with emergency planning officials at State and local levels in the development of resource management programs; assist petroleum and gas industry officials in survival planning and the development of mutual aid programs; assist the Office of Oil and Gas in the selection and training of petroleum and gas executive reservists.

ADMINISTRATION OF OIL IMPORT PROGRAM

Authority.—Pursuant to section 2 of the act of July 1, 1954 (68 Stat. 360), as amended 69 Stat. 166 (19 U.S.C. 1352a) and 72 Stat. 678, the Director, Office of Civil and Defense Mobilization, made an appropriate investigation and determined that crude oil and crude oil derivatives and products were being imported in such quantities and under such circumstances as to threaten to impair the national security.

The President concurred in the recommendation of the Director, Office of Civil and Defense Mobilization, and issued Presidential Proclamation No. 3279, "Adjusting Imports of Petroleum and Petroleum Products Into the United States," dated March 10, 1959 (24 F.R. 1781, as amended). The Presidential proclamation authorized the Secretary of the Interior to issue regulations for the purpose of implementing the provisions thereof.

The Secretary of the Interior, pursuant to the Presidential proclamation, established on March 13, 1959, an Oil Import Administration within the Department of the Interior, issued regulations for the operation of the oil import program, and delegated, except for appeals, the authority conferred upon him by the proclamation to the Administrator, Oil Import Administration (24 F.R. 1907, as amended).

Objectives.—The program is designed to insure a stable, healthy industry in the United States capable of exploring for and developing new hemisphere reserves to replace those being depleted. The basis of the program is the certified requirements of our national security which make it necessary that we preserve to the greatest extent possible a vigorous, healthy petroleum industry in the United States.

In addition to serving our own direct security interests, the program will also help prevent severe dislocations in our own country as well as in oil industries elsewhere which also have an important bearing on our own security. Petroleum, wherever it may be produced in the free world, is important to the security, not only of ourselves, but also of the free people of the world everywhere.

Program.—Prior to the beginning of each allocation period, the Administrator shall determine in accordance with the limitations imposed by section 2 of Proclamation 3279, as amended, the quantities of imports of crude oil and unfinished oils which are available for allocation in districts I–IV and in district V, respectively, and the quantities of imports of residual fuel oil to be used as fuel and of imports of finished products other than residual fuel oil to be used as fuel which are available for allocation in such districts.

Pursuant to paragraph (e) of section 2 of Proclamation 3279, as amended, the Secretary will make a determination as to the level of imports into districts I–IV of residual fuel oil to be used as fuel in sufficient time to permit the making of allocations at least 45 calendar days in advance of each quarterly period.

Pursuant to section 2 of Proclamation 3279, as amended, it is determined (1) that the average barrels per day of imports of crude oil and unfinished oils into Puerto Rico during any particular allocation period shall not exceed the average barrels per day, as determined by the Administrator, during the month of July 1958 of imports of such commodities into Puerto Rico, (2) that the average barrels per day, as determined by the Administrator, of imports of residual fuel oil to be used as fuel and of imports of finished products other than residual fuel oil to be used as fuel into Puerto Rico during any particular allocation period shall not exceed the average barrels per day of imports of such products, respectively, into Puerto Rico during the last half of the calendar year 1958, and (3) such lower or higher levels as the Secretary may subsequently determine are required to meet increases or decreases in local demand in Puerto Rico or demand for export to foreign areas.

After each such determination, the Administrator shall as provided by these regulations make allocations and issue import licenses to eligible applicants for the appropriate allocation period.

Allocation periods.—Allocations of imports of crude oil, unfinished oils, and finished products will be made for periods of 6 months—that is, July 1 through December 31; January 1 through June 30—except that allocations of imports into districts I–IV of residual fuel to be used as fuel will be made on an annual basis beginning April 1, 1961.

Applications.—With respect to the allocation period January 1, 1960, through June 30, 1960, and each successive allocation period thereafter, an application for allocation of imports of crude oil and unfinished oils must be filed with the Administrator, in such form as he may prescribe, not later than 60 calendar days prior to the beginning of the allocation period for which the allocation is required. However, if the 60th day is a Saturday, Sunday, or holiday, the application may be filed on the next succeeding business day.

For the allocation period April 1, 1961, through March 31, 1962, an application for an allocation of imports into district I of residual fuel oil to be used as fuel must be filed with the Administrator not later than March 20, 1961. Applications which were filed pursuant to amendment 4, dated January 19, 1961, to this regulation will not meet the requirement of this subparagraph but a new application must be filed on the new forms which may now be obtained from the Administrator, Oil Import Administration, Department of the Interior, Washington 25, D.C.

For the allocation period beginning April 1, 1962, through March 31, 1963, and each successive allocation period thereafter, an application for an allocation of imports into district I of residual fuel oil to be used as fuel must be filed with the Administrator not later than 60 calendar days prior to the beginning of the allocation period for which the allocation is required. However, if the 60th day is a Saturday, Sunday, or holiday, the application may be filed on the next succeeding business day.

Each application for an allocation of imports of finished products other than residual fuel oil to be used as fuel which was granted for the allocation period July 1, 1960, through December 31, 1960, shall be considered to be a continuing application.

Each application for an allocation of imports into districts II–IV of residual fuel oil to be used as fuel granted for the allocation period April 1, 1961, through March 31, 1962, shall be considered to be a continuing application.

Once a continuing application is on file an eligible applicant need not thereafter file an application and an application for a license for each allocation period will be mailed to him by the Oil Import Administration. The failure of an eligible applicant to return an application for a license will be regarded as an abandonment by the applicant of his continuing application for an allocation and no applications for licenses will thereafter be sent to him unless he files a new application for an allocation.

An applicant who has no continuing application on file must, in order to receive an allocation of imports of residual fuel oil to be used as fuel or an allocation of imports of other finished products, file an application for an allocation with the Administrator not later than 60 calendar days prior to the beginning of the allocation period for which the allocation is required. However, if the 60th day is a Saturday, Sunday, or holiday, the application may be filed on the next succeeding business day. An application so filed by an eligible applicant will be regarded as a continuing application.

Operations.—Involves: (1) Analysis of data published by the Bureau of Mines for crude oil, unfinished oils and finished products by petroleum industry coordinating districts and Puerto Rico, and types of petroleum and petroleum products. Also, analyze data furnished in reports by over 178 importers as well as past allowances for imports. Summarize data by districts and type of products and set overall amounts to be imported during each semiannual period.

(2) Analyze applications from over 187 importers to determine eligibility for semiannual import allocations for crude oil, unfinished oils, and finished products.

(3) Establish semiannual allocations for imports of crude oil, unfinished oils, and finished products and yearly allocations for imports of residual fuel oil. Also establish the amounts to be allotted to each eligible applicant by type of products.

(4) Issue semiannual licenses to eligible importers authorizing the amounts of crude oil, unfinished oils, and finished products to be imported during each semiannual period, and quarterly licenses for eligible importers of residual fuel oil.

(5) Analyze reports from each importer showing the amount of crude oil, unfinished oils, or finished products entering the United States under the license issued, the port of entry, and date of entry. Each report must be filed with the Oil Import Administration within 15 days after the end of a particular month. Maintain adequate records of imports for the preparation of regular and special reports to the Director, Office of Emergency Planning, the President, and the

Congress. Also, to answer telephone or written inquiries as well as inquiries by personal visits regarding the regulations, import allocations, or problems resulting therefrom or affected thereby from officials of interested importing companies, trade associations, and oil companies as well as State regulatory bodies and the general public.

(6) Persons concealing material facts or making false statements in or in connection with any applications or reports filed, or in connection with any license presented to or statements made to a collector of customs, with respect to imports of crude oil, unfinished oils, or finished products, is guilty of a crime and upon conviction may be punished by fine or imprisonment or both. Analyze applications, licenses, and reports to prevent possible or actual violations of the oil import regulations. Initiate, when appropriate, action to start the necessary investigations to determine whether a crime has been committed. Initiate necessary reports to the Solicitor, Department of the Interior, for appropriate action.

(7) Analyze monthly reports of stocks of residual fuel oil on the east and gulf coast areas as a major factor in determining quarterly import levels for residual fuel oil.

(8) Analyze monthly reports furnished by collector of customs showing the amount of crude oil, unfinished oils, and finished oils imported by overland transportation from the country in which produced and exempt for the overall import program to determine whether these imports tend to threaten the accomplishment of the purpose of Proclamation 3279, as amended.

(9) Review and take appropriate action upon exemption requests for the importation of small quantities of crude oil, unfinished oils, and finished products, including samples for testing or analysis, baggage entries, and informal entries.

Summary of increases

Program activity	New positions	Personnel compensation	Personnel benefits	Other expenses	Total increase
Emergency planning (Washington)	2	$16,000	$1,000	----------	$17,000
Emergency planning (field)	6	45,000	3,000	$20,000	68,000
Total	8	61,000	4,000	20,000	85,000

A $5,000 increase for travel and transportation of persons will be needed for field personnel to meet with State, local and industry officials on defense mobilization and industrial survival problems.

Other increases urgently needed are: Printing and reproduction ($1,000) for data and information for use of the executive reservists (150) and eight area offices, communications ($4,000) for use of the staff in eight area offices for liaison with State, local, city, and industry officials and with the area executive reservists, other services ($7,000) for long-range petroleum study and security checks for executive reservists, office supplies ($2,000), equipment ($1,000), and ($4,000) for personnel benefits for the additional personnel.

The sum of $115,000 and 10 positions for 5 area offices was made available from delegate agency funds for the fiscal year 1962.

OIL IMPORT APPEALS BOARD

As outlined in detail under the previous section, on March 10, 1959, the President issued a proclamation adjusting and regulating crude oil and its principal products into the United States. Authority for the administration of the mandatory import control program was delegated to the Secretary of the Interior by the President.

Under the Presidential proclamation the Secretary, in addition to his other responsibilities, was authorized to provide for the establishment and operation of an appeals board. Accordingly Oil Import Regulation 1, issued by the Secretary March 13, 1959, established an Oil Import Appeals Board, comprised of one representative each from the Departments of Commerce, Defense, and Interior. Representatives have been designated by the three departments, and the representative of the Department of the Interior has been elected by the Board to serve as its Chairman. Although regulation 1 has been amended several times the makeup of the Board has remained the same.

The Appeals Board considers petitions by persons affected by the regulation and may, within the limits of the maximum levels of imports established in section 2 of the proclamation:

(1) Modify any allocation made to any person under the regulation on the grounds of exceptional hardship or error;

(2) Grant allocations of crude oil and unfinished oils in special circumstances to persons with importing histories who do not qualify for allocations under the regulation;

(3) Grant allocations of finished products, on the ground of exceptional hardship, to persons who do not qualify for allocations under the regulation;

(4) Review the revocation or suspension of any allocation or license.

All petitions to the Appeals Board seeking relief from a decision of the Administrator, Oil Import Administration, must be filed with the Board not later than 15 days following notice of allocation. In the case of those not receiving allocations petitions must be filed with the Board not later than 15 days after the beginning of an allocation period.

The Appeals Board has adopted and published rules of procedure necessary for the conduct of its hearings.

Mandatory restrictions on the importation of oil became effective March 11, 1959, and involve allocations and licenses for the importation of crude oils, unfinished oils, and finished products. The initial allocation period was March 11 through June 30, 1959. Allocations of crude oil and finished products other than residual fuel oil are now made and licensed on a 6-months basis. Effective April 1, 1961, residual fuel oil to be used as fuel is allocated on an annual basis and licensed on a quarterly basis.

Experience obtained since the inception of the program in March 1959, indicates that, if extensive revisions are not made in the Board's authority, the administrative functions of the Board can continue to be met by the continued employment of one clerk-stenographer, paid from funds requested in this budget. In addition, the position of Counsel to the Board, a full-time position, continues to be paid from funds appropriated to the Office of the Solicitor.

In addition to the one salary, the major expenditure is for transcripts of Appeals Board hearings; however, it is not possible to determine an exact amount since the number of petitions to be received varies widely from one allocation period to another as shown in the following table:

Allocation period:	*Number of petitions*
March to June 1959	81
July to December 1959	24
January to June 1960	55
July to December 1960	26
January to June 1961	26
July to December 1961	31
Total	243

Petitions under two separate allocation periods will be considered with the funds requested.

Itemization of estimate—Office of Oil and Gas, salaries and expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) decrease (−)
Program and financing:				
Total obligations	$503,690	$531,000	$731,000	+$200,000
Unobligated balance lapsing	8,310			
Appropriation	512,000	531,000	731,000	+200,000
Obligations by objects:				
11 Personnel compensation	427,558	456,000	601,000	+145,000
12 Personnel benefits	29,780	33,000	42,000	+9,000
21 Travel and transportation of persons	7,984	12,000	28,000	+16,000
22 Transportation of things	15			
23 Rent, communications, and utilities	10,316	6,000	12,000	+6,000
24 Printing and reproduction	12,006	10,000	11,000	+1,000
25 Other services	1,201	2,000	5,000	+3,000
Services of other agencies	7,699	8,000	25,000	+17,000
26 Supplies and materials	4,043	3,000	5,000	+2,000
31 Equipment	3,088	1,000	2,000	+1,000
Total obligations	503,690	531,000	731,000	+200,000

PREPARED STATEMENT

Chairman HAYDEN. We will be pleased to hear from you, Mr. O'Brien.

Mr. O'BRIEN. Thank you, Mr. Chairman.

I am Jerome J. O'Brien, Director of the Office of Oil and Gas.

With your permission, I will file my prepared statement for the record, and just comment briefly upon it.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

STATEMENT BY JEROME J. O'BRIEN, DIRECTOR, OFFICE OF OIL AND GAS

The estimate of $731,000 is $85,000 more than the amount available for fiscal year 1962. It provides for the following activities: "Coordination of oil and gas activities, including emergency planning," $617,500; "Administration of oil import program," $99,000; and "Administration of the Oil Import Appeals Board," $14,500. The increase is for the emergency planning activities of the Office of Oil and Gas.

The responsibilities of the Office of Oil and Gas fall in the general categories of coordination of the Government's national oil and gas policies; liaison between the Federal Government and the Interstate Oil Compact Commission, State oil and gas regulatory bodies, and the oil and gas and allied industries; participation in meetings of Petroleum Planning Committee of NATO and the Energy and Oil Committees of the Organization for Economic Cooperation and Development; advice and assistance to other international organizations; regular and special petroleum supply-demand studies, both domestic and worldwide; coordination of petroleum and gas mobilization readiness plans with State, local, and industry emergency planning officials; and the appointment and training of a Petroleum and Gas National Defense Executive Reserve.

The Office of Oil and Gas endeavors to keep abreast of the world's petroleum situation so as to be in a position to know what this country may be able to rely upon petroleum and gaswise under peacetime, emergency, or wartime conditions in the interest of free world security.

The Office utilizes information and data available to it in Government agencies, the petroleum, gas, and allied industries, and trade sources. Beyond that, it is necessary at times to get specialized information and advice through the National Petroleum Council and the Foreign Petroleum Supply Committee.

In connection with the petroleum planning activities of the North Atlantic Treaty Organization, the Director of our Office may serve as the head of the U.S. delegation to the NATO Petroleum Planning Committee at some meetings of the Committee and, on occasion, a member of our staff serves as chairman of its working group. This requires advance preparation of comprehensive papers and reports to assist in sound petroleum planning. The meetings generally are held in Europe and require participation by U.S. officials. Collaboration of this Office particularly with the Departments of State and Defense is necessary to insure coordination on overall petroleum and gas planning.

The Office renders another important service to other agencies of the Government, to Members of Congress and congressional committees, the States, and the general public in advice and staff assistance given day by day on problems and inquiries with respect to petroleum and gas. The staff also participates in the work of interagency or intra-agency committees where petroleum and gas or their products are involved.

The defense and security programs of the United States, and of the United Nations, have accelerated essential demands for oil. Stocks of petroleum at various key points throughout the world must be maintained at satisfactory working levels. Any substantial diminution in world petroleum supplies will directly and adversely affect the interests of the United States, including the successful continuation of its mobilization program. Accordingly, the United States must be prepared to meet and handle immediately the problems inherent in any substantial loss of world petroleum supplies. The Office studies world oil conditions with the purpose of minimizing the potential risks involved.

It should be emphasized that petroleum supply is a worldwide matter and that significant shortages in one location necessarily involve adjustments in remotely distant areas. This normal interreliance is sharply pointed up in times of emergency. Loss of any substantial current sources of world petroleum supply

can jeopardize the interests of the free nations of the world. It is necessary, therefore, to conduct regular and special worldwide short-term and long-range petroleum supply-demand studies. Some of these include: (1) petroleum requirements, (2) refining capacity, (3) pipeline facilities and systems, (4) aviation gasoline and jet fuel supplies, and (5) petroleum terminal and storage facilities.

The additional funds are urgently needed to assist State and local governments to plan, test, and coordinate with Federal planning their programs for the emergency handling of petroleum and gas. Considerable progress has been made in Office of Emergency Planning areas 1, 4, 5, 6, and 7. This has been financed from delegate agency funds during the fiscal years 1961 and 1962. In 1963, it is planned to step up assistance to State and local authorities in areas 2, 3, and 8. Requests for assistance from these officials are very much on the increase. More emphasis must be placed on industry survival planning and these plans integrated into the Federal, State, and local emergency plans. Many oil and gas companies have adopted survival plans and others are seeking assistance in order to expedite their programs.

Favorable action on this request for an appropriation of $617,500 is respectfully requested for coordination of oil and gas activities.

General Statement

Mr. O'Brien. The budget request of $731,000 for the fiscal year 1963 is $85,000 more than the amount available for 1962. Three activities are involved in this request, and funds are distributed as follows: Coordination of oil and gas activities, $617,500; administration of the oil import program, $99,000; and the Oil Import Appeals Board, $14,500.

The additional $85,000 is required for the emergency planning activities of the Office of Oil and Gas. Most of this amount will be used in the field to provide advice and assistance to State and local officials in the development and coordination of their petroleum and gas mobilization readiness plans and programs.

The request contains funds for three separate organizations. I will answer questions on activities of the Office of Oil and Gas; Mr. J. Cordell Moore, for Oil Import Administration; and Mr. Henry C. Rubin for the Oil Import Appeals Board.

Chairman Hayden. Senator Dworshak?

Oil Import Situation

Senator Dworshak. I have not had much interest in oil, because we do not produce any. But I realize that there is considerable concern about import quotas. Is that your main program?

Mr. O'Brien. Mr. Moore is Administrator of the oil import program.

Senator Dworshak. Has that situation changed materially in the past year?

Mr. Moore. If I may, Mr. Chairman, I will present a statement for the Oil Import Administration when Mr. O'Brien finishes, and I will answer your question at that time.

Chairman Hayden. Then I think we will take Mr. Moore's statement.

Mr. Moore. Thank you, Mr. Chairman.

Prepared Statement

I am J. Cordell Moore, Administrator of the Oil Import Administration.

With your permission, I will file my prepared statement for insertion into the record, and, if I may, I will briefly comment upon the budget estimate.

(The statement referred to follows:)

STATEMENT BY J. CORDELL MOORE, ADMINISTRATOR, OIL IMPORT ADMINISTRATION

The budget request of $99,000 for the fiscal year 1963 is the same amount appropriated for 1962.

The Oil Import Administration was established by the Secretary of the Interior March 13, 1959 (24 F.R. 1907, as amended), pursuant to Presidential Proclamation No. 3279, dated March 10, 1959 (24 F.R. 1781, as amended).

The Presidential proclamation was based upon the following facts:

1. That within the continental United States there are two areas, one, east of the Rocky Mountains (districts I–IV), in which there is substantial oil production capacity in excess of actual production, and the other, west of the Rocky Mountains (district V), in which production is declining and in which due to the absence of any significant interarea flow of oil, limited imports are necessary to meet demand, and that, accordingly, imports into such areas must be treated differently to avoid discouragement of and decrease in domestic oil production, exploration, and development to the detriment of the national security.

2. That the Commonwealth of Puerto Rico largely depends upon imported crude oil, unfinished oils, and finished products and that any system for the adjustment of imports of such commodities should permit imports into Puerto Rico adequate for the purposes of local consumption, export to foreign areas, and limited shipment of finished products to the continental United States.

3. That adjustments must be made in the imports of crude oil, unfinished oils, and finished products, so that such imports will not so threaten to impair the national security.

The program is designed to insure a stable, healthy industry in the United States capable of exploring for and developing reserves to replace those being depleted. This program is vital to the defense mobilization activities of the United States and the nations of the free world. Import policies affect diplomatic relations with our friends in the free world, economic development and defense mobilization plans of the North American Hemisphere and other free world areas, and, last but not least, the petroleum, gas, and allied industries, and the consumers of petroleum and gas.

The basis of the program is the certified requirements of our national security which make it necessary that we preserve to the greatest extent possible a vigorous healthy petroleum industry in the United States. In addition to serving our own direct security interests, the program will also help prevent severe dislocations in our own country as well as in oil industries elsewhere which also have an important bearing on our own security.

Many changes not only in the Presidential proclamation but also the Department of the Interior import regulations have been made in the program since its inauguration in 1959. Each has resulted in more work for the limited staff of the administration. As Russia seeks to increase its share of the world oil market and as additional petroleum reserves are found in areas of the free world, the workload will continue to increase in volume and complexity.

Considerable travel will be necessary to handle import problems with groups of producers, refiners, importers, State regulatory bodies, and trade associations. Long-distance telephone calls and telegrams will be required to expedite and adjust oil import information urgently needed. Considerable funds will be needed for the reproduction of forms, regulations, press releases, and reports.

Favorable action on this request for an appropriation of $99,000 is respectively requested.

BUDGET REQUEST

Mr. MOORE. The staff of the Oil Import Administration consists of nine employees. A considerable part of the statistics and data required in our operations are obtained from the Bureau of Mines and the Office of Oil and Gas. By this means, we avoid duplication of effort.

The budget request of $99,000 for the fiscal year 1963 is the same amount appropriated for 1962.

The import program is designed to insure a stable, healthy industry in the United States capable of exploring for and developing reserves to replace those being depleted. It is vital to the defense mobilization activities of the United States, as well as the nations of the free world, in our opinion.

Import policies affect diplomatic relations with our friends in the free world, economic development and defense mobilization plans of the North American Hemisphere, the petroleum, gas, and allied industries, as well as the consumers of petroleum and gas.

As Russia seeks to increase its share of the world oil market and as additional petroleum reserves are found in areas of the free world, the problems of the Oil Import Administration will continue to increase in volume and complexity.

Although the import program cannot completely fulfill the desires of all interested groups in the United States, nor our allies in the free world, it is in the aggregate, in my judgment, an essential part of the overall defense posture of the free world.

If you have any questions, I will be very glad to answer them.

Chairman HAYDEN. Senator DWORSHAK?

IMPORT QUOTAS

Senator DWORSHAK. Can you answer the question that I propounded a few minutes ago, concerning any material changes in the import quotas during the past year?

Mr. MOORE. I will have to lay the groundwork for a reply to that question.

In the first place, the program is divided into the crude oil program and the residual fuel oil program.

Are you asking about both?

Senator DWORSHAK. Yes; both of them.

Mr. MOORE. The President on December 2 indicated that there would be a study made of petroleum requirements and supplies. A petroleum study committee was established and is now working on that study. Pending completion of the study, no changes were made in the crude oil regulations for the year.

The only changes made in the crude oil program, of course, were necessary procedural changes including the quantity involved, based on a formula which we have. The crude oil level on the east coast was increased by about 30,000 barrels a day. That was under the application of the formula.

SOURCE OF INCREASED CRUDE OIL IMPORTS

Senator DWORSHAK. What countries was that east coast increase coming from?

Mr. MOORE. About 60 percent of that comes from Venezuela or the Western Hemisphere. The balance of it comes from the Eastern Hemisphere, Saudi Arabia, Kuwait, Iran, and so on.

RESIDUAL FUEL OIL PROGRAM

Senator DWORSHAK. How about residual oil? Have there been any increases?

Mr. MOORE. We have just published a notice of proposed rulemaking in the Federal Register. We are expecting replies by the

9th of March. There are also very few changes in the residual fuel oil program, other than procedural changes. There is an increase in the level to 507,000 barrels per day. That is tentative, based on Bureau of Mines estimates of supply and demand in district 1.

Senator DWORSHAK. For how long? A year?

Mr. MOORE. That is for 1 year. There is also a slight change with respect to historical importers which we are proposing. The historicals last year were entitled to 85 percent of the ratio, which they imported in 1957. The current regulations provide for a decrease of 3 percentage points for historical importers. We found in the application of the formula that it would be inequitable to cut the historicals back to 82 percent, therefore we recommended retention of the 85 percent.

Senator DWORSHAK. Where does most of that increased residual fuel oil come from?

Mr. MOORE. You mean country of origin? About 90 percent of it comes from Venezuela. Almost 100 percent comes from the Western Hemisphere—virtually all from Venezuela and Trinidad.

Senator DWORSHAK. We are getting very little oil now from the Near East?

Mr. MOORE. With respect to residual fuel oil, we get very little.

Senator DWORSHAK. How about crude?

Mr. MOORE. Crude oil, about 40 percent, plus or minus 2 or 3 percentage points, comes from the Middle East.

Senator DWORSHAK. Of the total imports?

Mr. MOORE. Of the total licensed imports of crude oil; that is correct.

Senator DWORSHAK. But those have not been increasing much? They have been quite steady over the last few years?

Mr. MOORE. It has been fairly constant, I think, over the past several years. The pattern has not altered much.

Senator DWORSHAK. That is all the questions I have, Mr. Chairman.

WESTERN HEMISPHERE OIL PRODUCTION

Chairman HAYDEN. Aside from Venezuela, what other Western Hemisphere countries produce oil?

Mr. MOORE. We have a small amount from Colombia. We have a small amount from Mexico. We have some residual fuel oil from Trinidad, and I think some small quantities of crude comes from Peru. Venezuela, of course, accounts for the major part of it. Of course Canada and Mexico, which are exempted from import controls, should be included. We get about 215,000 barrels a day from Canada at the present time.

Chairman HAYDEN. That is by pipeline?

Mr. MOORE. Yes, sir.

COMMITTEE RECESS

Chairman HAYDEN. The committee will stand in recess until 10 a.m., tomorrow, when we take up the National Park Service.

(Whereupon, at 11:30 a.m., Monday, March 5, 1962, the committee was recessed, to reconvene at 10 a.m., Tuesday, March 6, 1962.)

DEPARTMENT OF INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

TUESDAY, MARCH 6, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden, chairman, presiding.

Present: Chairman Hayden, Senators Byrd, McGee, Mundt, Young, and Dworshak.

Also present: Senators Burdick and Bennett.

DEPARTMENT OF THE INTERIOR

FOREST SERVICE AND NATIONAL PARK SERVICE PROGRAMS

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF UTAH

PREPARED STATEMENT

Chairman HAYDEN. The committee will be in order. Senator Bennett, we will be glad to hear from your.

Senator BENNETT. Mr. Chairman, I have a statement which would take about 12 minutes to read. I will be glad to summarize this quickly and put the statement in the record.

Chairman HAYDEN. It may be included.

(The statement referred to follows:)

Mr. Chairman, I greatly appreciate the opportunity to appear again before the Interior Appropriations Subcommittee. First of all, I should like to address myself to several items which are not included in the budget request.

FOREST SERVICE

American Fork watershed

Some time ago, Congress approved the American Fork watershed project to carry out vitally needed conservation activities as a joint endeavor by the local people and by the Forest Service and Soil Conservation Service. However, a problem has arisen because some of the land most needed is privately owned and surrounded by National Forest Service lands in the upper reaches of the watershed. There are about 30 private landowners involved. The Utah County Commission, the local participating organizations, and the Forest Service have all advised me that there cannot be a gap of untreated lands in the upper watershed area, or the entire project may be doomed to failure.

The Forest Service has developed a detailed 3-year program, which will cost $80,000. With this money, the land will be purchased from the 30 private owners,

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attached to the national forests, and conservation work undertaken thereon. The Forest Service advises me that it can use $20,000 during the coming fiscal year. It is suggested that this be financed from Uinta National Forest receipts. Unfortunately, there is no authority under Public Law 566, which was passed by Congress in 1954, to carry out watershed treatment work.

This is one of the most important watersheds in Utah and must be protected. A small investment now will reap untold benefits in the future.

Watershed research laboratory

In addition, I urge the committee to undertake another key project in watershed research. One of the great programs under the administration of Secretary of Agriculture Ezra Taft Benson was the program for the national forests. It was based upon careful study, and estimated the work needed and the costs involved to fully develop our forest resources. One of the key features in this program was a major Forest Service watershed, erosion, and rehabilitation research laboratory, to be built at Logan, Utah, in cooperation with the Utah State University. USU has one of the most outstanding corps of water experts in the United States.

The laboratory would cost $900,000, and unfortunately is not included in the President's budget for the coming fiscal year. The project is one of nine forest research projects included in the program so well presented by Senator Stennis in a speech given to the Senate on February 15, 1962.

The purpose of the laboratory is to study problems relating to flash floods originating on steep mountain watersheds. It is expected that the laboratory will be able to develop ways of improving water yield from the mountain watershed, and ways of rehabilitating areas which are producing excessive runoff and erosion.

Plant cover is the only effective natural means of protecting against the high-intensity rainstorms which strike high mountain areas, yet because of the rapid runoff it is very difficult to establish vegetation by usual means. It is believed that this laboratory could develop new techniques and acquire new information about mountain erosion and the effects of vegetation on floods, which could greatly cut down losses both from erosion and from flooding.

The laboratory facility will conduct research on problems covering a large area in Utah, Idaho, Montana, Nevada, and western Wyoming.

NATIONAL PARK SERVICE

Survey of Southern Utah National Parkway

As the chairman will recall, I sent him a letter on February 28 asking that he interrogate National Park Service officials to determine whether or not they could undertake a survey of the Southern Utah National Parkway which I have proposed in my bill, S. 2280. In reporting on my bill. the Department of the Interior said, concerning the undertaking of a survey, "We hope to do this when personnel and funds are available for the purpose."

I respectfully urge the committee to appropriate $80,000 for this purpose. The President's budget includes $713,000 for National Park Service planning. This is an increase of $205,000 over the present fiscal year. Of that amount, only $35,000 is specifically earmarked. Interestingly enough, this is allocated to the survey of an extension of the Blue Ridge National Parkway into Georgia. I hope the committee will earmark $80,000 of this $713,000 to survey the Southern Utah Parkway.

The parkway would link the complex of national parks and monuments in southwestern Utah and northern Arizona with the national monuments and recreation area in southeastern Utah and western Cororado. It would be a veritable national park in its own right, opening up one of the most magnificent scenic areas in the United States. Moreover, it would bring more tourists to that area of the Southwestern United States than any combination of new national parks that I can think of. My parkway proposal is endorsed by virtually every responsible organization in southern Utah, as well as State officials.

As the subcommittee knows, there is not a single national parkway west of the Mississippi River, and virtually all of the parkways are in the South. Yet, it is we in the West who are expected to give up hundreds of thousands and even millions of acres of land for national park purposes. Therefore, I think it is high time that this discrimination against the West be ended. National parkways should be scenic routes connecting national parks, and I think that we in the West are entitled to consideration.

Natural Bridges National Monument visitors center

My longstanding capaign to correct the one-half century record of neglect at Natural Bridges National Monument has finally achieved success this year. The President's budget includes $312,000 to construct an approach road and a visitors center parking area. In addition, $106,000 is included for utilities and two employee residences. Since I urged Secretary Udall to include these items, and to provide for full-time ranger service at the monument, I naturally support these recommendations. However, I am disappointed that a visitors center is not included. It is vitally needed to accommodate the visitors and particularly the new influx of tourists who will go to Natural Bridges when the road is completed. Therefore, I urge that $150,000 be added to the President's recommendation, or such additional amount as the National Park Service estimates would be necessary for a first-class visitors center.

Zion National Park

It was my privilege to sponsor a bill which added the old Zion National Monument to Zion National Park. This was done with the assurance that additional emphasis would be placed on developing the monument area which was established in 1937. However, there has been absolutely no development, and I have waged a campaign for several years to get a road built from Highway 91 through Kolob Canyon to Lee Pass. For several years I have urged the Department of Interior to include funds for this purpose, and I was pleased therefore when my recommendation was favorably acted upon by the Department of Interior this year; $460,000 is included in the budget for the Kolob Canyon road which will extend 4.6 miles to Lee Pass. In addition, campground activity and development will be carried on.

I respectfully urge that the full appropriation for Zion National Park be approved by the committee. In addition, I hope the National Park Service will plan the necessary extension of this road for next year's appropriation bill instead of waiting until the end of the Mission 66 program.

Except for these items, I fully support the budget recommendations made by the National Park Service for Arches, Bryce, Capital Reef, Cedar Breaks, Hovenweep, and Rainbow, and urge the committee to approve them.

AMERICAN FORK WATERSHED

Senator BENNETT. I appreciate this opportunity to appear again to discuss several items which I think would be very important for my State for the Forest Service and National Park Service.

The first is the American Fork watershed. At the head of this canyon there are about 30 little privately owned parcels of land surrounded by forests. The Forest Service is anxious to acquire this land in order that it can complete its control of the watershed.

On a 3-year program this will cost $80,000 and the Forest Service has asked for $20,000 for the coming year as a first step.

Chairman HAYDEN. The land has been appraised and there is general agreement about buying?

WATER LABORATORY

Senator BENNETT. Yes. These are little mining claims that were operated 50 or 60 years ago and they are just little tiny bits scattered all through the very top of this watershed.

One of the key features of Secretary Benson's program for the national forest was a laboratory to study watershed erosion and rehabilitation.

As the chairman knows, we live in a part of the country that is subject to flash floods and we need more information about how to protect ourselves against these problems.

The laboratory would cost $900,000 and is not included in the President's budget for this year. It would serve Utah, Idaho, Montana, Nevada, and western Wyoming.

I hope the committee may consider it favorably.

Southern Utah National Parkway Survey

As a third item, on February 28 I asked the chairman in a letter to interrogate the National Park Service officials to determine whether or not they could undertake a survey of the Southern Utah National Parkway which I proposed in my bill, S. 2280.

The Department said they hoped to do this when personnel and funds are available. The President's budget includes $713,000 for National Park Service planning. This is an increase of $250,000 over the present fiscal year. Of this amount only $35,000 is specifically earmarked. It will be used to survey an extension of the Blue Ridge National Parkway into Georgia.

I hope the committee will earmark $80,000 of this $713,000 to survey the proposed Southern Utah Parkway, which would be the first national parkway west of the Mississippi.

Natural Bridges Natural Monument

As a fourth item, we have had in the southeast corner of Utah, since 1904, the Natural Bridges National Monument and it has not been developed. The President's budget includes $312,000 to construct an approach road and a parking center for visitors.

In addition, $106,000 is included for utilities and two employee residences. Unfortunately, there is no visitors' center proposed, and I ask that the committee consider adding $150,000 so that there can be a first-class visitors' center at this national monument which has been sitting there for nearly 60 years.

Kolob Canyon Road

In 1937 Zion National Monument was added to Zion National Park and several years ago the Congress approved my bill to give this all national park status. Since then, however, there has been no road through which access could be had to the back part of the park. I have asked to have a road built from Highway 91 through Kolob Canyon to Lee Pass.

So, $460,000 is included in the budget for the Kolob Canyon road this year, which will extend 4.6 miles to Lee Pass. I respectfully urge that the full appropriations for Zion National Park be approved by the committee in order that this road may be begun.

In addition, I support the budget recommendation for all the National Park Service areas in Utah, including Arches, Bryce, Capitol Reef, Cedar Breaks, Dinosaur, Hovenweep, Timpanogos, and Rainbow.

I thank you, Mr. Chairman, and the members of the committee, for this opportunity.

Chairman HAYDEN. Senator Burdick.

FORT UNION, N. DAK., HISTORIC SITE

STATEMENT OF HON. QUENTIN N. BURDICK, A U.S. SENATOR FROM THE STATE OF NORTH DAKOTA

GENERAL STATEMENT

Senator BURDICK. Mr. Chairman and members of the committee, last year Fort Union, located at the confluence of the Yellowstone and Missouri Rivers in North Dakota, was designated by the Secretary of the Interior as a national historic site. The area had been evaluated by the National Survey of Historic Sites and Buildings and the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments.

Further funds are needed to undertake archeological work to bring full recognition to the historic values of this site, and Senator Young and I are respectfully requesting Congress to appropriate $5,000 for the next fiscal year to do the required work.

Gov. William L. Guy, of North Dakota, who joins with us in making this request, assures us that the State of North Dakota is prepared to match these funds up to $5,000.

According to our information, the combined sum of $10,000 will be ample to complete the work as now contemplated. It is our understanding that Congress approved a similar study for Fort Atkinson in the State of Kansas, on a matching basis, 3 years ago.

IMPORTANCE OF SITE

The confluence area was known to the Governments of Spain, France, and England before the 19th century. It was a highlight in the exploration trip of Lewis and Clark and was designated by them as the place of rendezvous in 1806.

In 1822 the Rocky Mountain Fur Co. established a trading post at the confluence. First named Fort Floyd, the post was purchased in 1828 by the American Fur Co. and renamed Fort Union in 1829. Developed by Kenneth McKenzie, Fort Union became the greatest fur trading post on the North American Continent. It played a prominent role in the opening of the Pacific Northwest for more than two decades.

In about 1865 Fort Union was purchased and taken over by the United States and converted into an Army military post.

Fort Union served as a port of call for many world-famous personages. As a result of the fur-trading business, it was the major point of contact between the whites and Indians for a number of years.

In 1867, Fort Union was dismantled and the materials used in building nearby Fort Buford, which became a factor in the regulation of the fur trade with the Indians and in the subsequent Indian campaigns, culminating in the Battle of Little Big Horn, in 1876. Many Indian prisoners passed through Fort Buford and it was there that Sitting Bull surrendered. The site of the fort is at the east edge of Buford, N. Dak., on the North Dakota-Montana boundary. It is owned by the State of North Dakota and is administered by the State historical society.

Because of the national importance and significance of this confluence area and because of the neglect it has suffered, the States of

North Dakota and Montana are doing something about its preservation and restoration. But we cannot do a complete job without the help of the National Park Service. We need the technical assistance of that agency in undertaking the archaeological and historical work involved.

AMOUNT REQUESTED

The action in connection with the restoration and development of the confluence area is attuned to the Administration's desire to develop parklands as cited in the President's natural resources messages.

We earnestly solicit the favorable consideration of this $5,000 request.

Chairman HAYDEN. We thank you for your statement; and I will place in the record your letter to me regarding this matter. Senator Young joins with you in this proposal.

Senator YOUNG. Mr. Chairman, this is a project in which Senator Burdick's late father, Congressman Usher L. Burdick, was greatly interested. He was a great Indian historian and a historian of the old West. He wrote many interesting books on it.

I think this fine statement you have in itself is worth about $5,000.

Senator BURDICK. I hope so.

Senator BYRD. Mr. Chairman, I would like to say that I think that Senator Burdick has made a very fine presentation here and I join with Senator Young in saying that the statement itself is worth $5,000.

Senator BURDICK. Thank you.

(The letter referred to follows:)

LETTER FROM SENATOR BURDICK

Hon. CARL HAYDEN,
Chairman, Appropriations Committee,
New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: In behalf of myself and Senator Milton Young, I respectfully request Congress to appropriate $5,000 for the next fiscal year to undertake archaeological work at Fort Union, located at the confluence of the Yellowstone and Missouri Rivers in North Dakota.

Last year Fort Union was designated by the Secretary of Interior as a national historic site, following an evaluation by the National Survey of Historic Sites and Buildings and the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments.

Further funds are needed to undertake an archaeological study to bring full recognition to the historic values of this site. Gov. William L. Guy of North Dakota assures me that the State of North Dakota is prepared to match these funds up to $5,000. According to my information, the combined sum of $10,000 will be ample to complete the work as now contemplated. It is my understanding that Congress approved a similar study, on a matching basis, for Fort Atkinson in the State of Kansas, 3 years ago.

Fort Union was the most important fur trading post in the United States and is a priceless heritage of the fur trade and western expansion. The confluence area was known to the Governments of Spain, France, and England before the 19th century and was a highlight in the exploration trip of Lewis and Clark. Fort Union afforded the Sioux, Cheyennes, Crow, Blackfoot, and other Indians their first sustained contact with the white man's civilization.

Because of the national importance and significance of this confluence area and because of the neglect it has suffered, the States of North Dakota and Montana are doing something about its preservation and restoration. But we cannot do it without the help of the National Park Service. We need the technical assistance of that agency in undertaking the archaeological and historical work involved.

The sympathetic consideration and approval of this project by the Senate Committee on Appropriations is solicited by both Senator Young and myself.

With kind regards, I am

Sincerely,

QUENTIN N. BURDICK.

NATIONAL PARK SERVICE

STATEMENTS OF CONRAD L. WIRTH, DIRECTOR; HILLORY A. TOLSON, ASSISTANT DIRECTOR; JACKSON E. PRICE, ASSISTANT DIRECTOR; CLARENCE P. MONTGOMERY, CHIEF OF BUDGET AND FINANCE; HAROLD G. SMITH, CHIEF OF PROGRAM COORDINATION; AND T. SUTTON JETT, REGIONAL DIRECTOR OF REGION SIX

SUMMARY TABLE OF APPROPRIATIONS

Chairman HAYDEN. We will now hear from the National Park Service.

Before we begin the study of the justifications for the National Park Service budget, fiscal year 1963, I will place in the record a summary table of appropriations, revenues, and visitors to National Park Service facilities for the years 1943 through 1963; a table of the general funds receipts, showing their sources for the years 1961 to 1963; and a comparative summary of the 1962 appropriations with the 1963 budget estimates.

(The table referred to follows:)

NATIONAL PARK SERVICE

Summary of appropriations, revenues, and visitors

Year	Appropriations			Revenues	Visitors
	Operating funds	Capital improvements	Total		
1943	$5,079,342	$408,023	$5,487,365	$1,061,992	6,828,420
1944	4,563,560	----------	4,563,560	807,601	8,339,775
1945	4,736,810	4,000	4,740,810	824,078	11,713,852
1946	5,457,125	30,250	5,487,375	1,592,947	21,752,315
1947	11,032,334	14,995,621	26,027,955	2,923,587	25,534,188
1948	9,660,055	968,000	10,628,055	3,303,328	29,858,828
1949	11,542,299	2,505,350	14,047,649	3,467,606	31,726,402
1950	15,150,982	14,953,868	30,104,850	3,527,607	33,252,589
1951	16,288,200	17,687,500	[1] 33,975,700	3,534,372	37,106,440
1952	16,878,564	11,370,000	28,248,564	3,568,094	42,299,836
1953	18,131,920	15,030,410	[1] 33,162,330	4,190,643	46,224,794
1954	18,437,550	15,416,300	33,853,850	4,037,551	47,833,913
1955	18,494,095	14,199,895	[2] 32,693,990	4,914,239	50,007,838
1956	20,787,000	28,079,300	48,866,300	5,065,784	54,923,443
1957	22,970,000	45,050,000	68,020,000	5,658,040	59,284,869
1958	[3] 27,581,530	48,400,000	75,981,530	5,744,920	58,676,953
1959	29,962,600	50,000,000	79,962,600	5,688,138	62,812,000
1960	32,682,000	46,735,000	79,417,000	5,685,176	[4] 72,288,000
1961	37,890,000	51,528,000	89,418,000	5,600,349	[5] 78,000,000
1962	[6] 41,926,343	66,726,000	108,652,343	[5] 6,076,700	[5] 79,000,000
1963	[5] 49,998,000	[5] 74,000,000	[5] 123,998,000	[5] 8,000,000	[5] 81,000,000

[1] Net appropriations after reductions pursuant to law.

[2] Excludes $131,600 transferred to Office of Solicitor, and includes $600,000 included in Second Supplemental Appropriation Act, 1955 for Jones Point Bridge.

[3] Includes $390,094 appropriated plus $134,436 transferred from other agencies for pay increases; and excludes $23,000 transferred to Office of Territories.

[4] New basis for counting visitors was implemented at beginning of 1961. Comparable figure on old basis of counting is 65,827,000.

[5] Estimated.

[6] Excludes $28,157 transferred to General Services Administration, and includes $693,000 transferred from Executive Office of the President.

General fund receipts deposited to the credit of the U.S. Treasury during the fiscal year 1961 and estimated for the fiscal years 1962 and 1963

Source	Actual, 1961	Estimated	
		1962	1963
Automobile, admission, guide, and elevator fees	$4,837,516	$5,200,000	$7,000,000
Business concessions	520,573	569,500	652,500
Rents and royalties	92,788	94,010	99,800
Permits, privileges, and licenses	24,565	24,880	30,000
Sale of power and other utilities	71,321	72,240	80,000
Sale of Government property and products	76,654	78,630	92,300
Sale of services	2,621	2,680	5,100
Other fees and forfeitures	1,736	1,760	2,700
Reimbursements	32,341	32,760	37,000
Gifts and contributions	234	240	600
Total	5,660,349	6,076,700	8,000,000

Comparative summary of the 1962 appropriations with the 1963 budget

Appropriation and activity	Adjusted appropriation, 1962 [1]	Estimate, 1963	Increases (+) or decreases (−)
Management and protection:			
1. Management of park and other areas	$16,899,378	$20,400,000	+$3,500,622
2. Forestry and fire control	1,097,225	1,260,000	+162,775
3. Soil and moisture conservation	106,540	200,000	+93,460
4. Park and recreation programs	3,222,670	4,910,000	+1,687,330
5. Concessions management	457,530	470,000	+12,470
Subtotal	21,783,343	27,240,000	+5,456,657
Maintenance and rehabilitation of physical facilities:			
1. Roads and trails	7,298,000	8,119,000	+821,000
2. Buildings, utilities, and other facilities	10,571,000	11,881,000	+1,310,000
Subtotal	17,869,000	20,000,000	+2,131,000
Construction:			
1. Buildings, utilities, and other facilities	28,896,000	31,153,000	+2,257,000
2. Acquisition of lands and water rights	7,830,000	12,500,000	+4,670,000
5. Executive Mansion and grounds		347,000	+347,000
Subtotal	36,726,000	44,000,000	+7,274,000
Construction (liquidation of contract authorization):			
1. Parkways	14,000,000	14,000,000	
2. Roads and trails	16,000,000	16,000,000	
Subtotal	30,000,000	30,000,000	
Executive Mansion and grounds:			
1. Care, maintenance, and operation of the Executive Mansion and surrounding grounds	693,000	658,000	−35,000
General administrative expenses:			
1. Departmental expenses	1,005,830	1,295,000	+289,170
2. Regional offices expenses	575,170	805,000	+229,830
Subtotal	1,581,000	2,100,000	+519,000
Total	108,652,343	123,998,000	+15,345,657

[1] Excludes $28,157 transferred to General Services Administration.

JUSTIFICATIONS

Chairman HAYDEN. I will also enter into the record justifications for the budget estimates for management and protection of National Park Service facilities during fiscal year 1963. This amount is $27,240,000, an increase of $5,456,657 over the amount available for management and protection in fiscal year 1962.

(The information referred to follows:)

NATIONAL PARK SERVICE—MANAGEMENT AND PROTECTION

Broad purpose and long range objective of program

The programs financed under this appropriation are those concerned with the management, protection, and interpretation of the areas administered by the Service, including soil and moisture conservation, land use and water rights studies, and the management and audit of concessions operations; and those aimed at fulfilling the responsibilities placed upon the Service by provisions of the Park, Parkway, and Recreation Area Study Act, approved June 23, 1936 (49 Stat. 1894), the Colorado River Storage Project Act, approved April 11, 1956 (70 Stat. 105), the Surplus Property Act of 1944, as amended (62 Stat. 350), and the Historic Sites Act, approved August 21, 1935 (49 Stat. 666).

The broad purpose and long-range objectives of the programs concerned with park operations are as stated in the act of August 25, 1916, establishing the National Park Service, which provides that "The Service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." One objective of Mission 66 is to place the Service in a position to handle 89 million visitors in carrying out this mandate by 1966, the last year of the 10-year period.

The Park, Parkway and Recreation Area Study Act of 1936 authorizes and directs the Secretary of the Interior "to cause the National Park Service to make a comprehensive study, other than on lands under the jurisdiction of the Department of Agriculture, of the public park, parkway, and recreation-area programs of the United States, and of the several States and political subdivisions thereof, and of the lands throughout the United States which are or may be chiefly valuable as such areas." The act further provides that "For the purpose of developing coordinated and adequate public park, parkway, and recreational-area facilities for the people of the United States, the Secretary is authorized to aid the several States and political subdivisions thereof in planning such areas therein, and in cooperating with one another to accomplish these ends. Such aid shall be made available through the National Park Service acting in cooperation with such State agencies or agencies of political subdivisions of States as the Secretary deems best."

In carrying out the provisions of this statute, the Service has in progress a nationwide recreation planning program, a national park system planning program, and a program for cooperation with States and other political subdivisions in their park and recreation planning. The nationwide recreation planning program is aimed at developing a plan for a system of recreational development by each level of Government—Federal, State, and local—each bearing its proper share of the expanding recreation load. The national park system planning program is aimed at planning an adequate national park system for the United States. This includes both the current needs of existing national parks, monuments, and other areas of the system, and future requirements to meet the Nation's foreseeable needs. The program for cooperation with States and other political subdivisions in their park and recreation planning is a continuing one for such time as there is a need for such assistance.

The Colorado River Storage Project Act of 1956 provides under section 8 that "in connection with the development of the Colorado River storage project and of the participating projects, the Secretary is authorized and directed to investigate, plan, construct, operate, and maintain (1) public recreational facilities on lands withdrawn or acquired for the development of said project, or of said participating projects, to conserve the scenery, the natural, historic, and archeologic objects, and the wildlife on said lands, and to provide for public use and enjoyment of the same and of the water areas created by these projects by such means as are consistent with the primary purposes of said project; * * *." The National Park Service has been designated as the agency responsible for carrying out the obligation of the Department under this statutory provision. The Service is currently conducting archeological investigations and salvage and recreation planning programs in connection with the Colorado River storage project in fulfillment of this responsibility. It has also commenced management, protection, interpretation, and maintenance operations in the Glen Canyon area, Arizona and

Utah, and the Flaming Gorge area, Utah and Wyoming, areas that have been determined to be of national significance. Funds were provided in the Public Works Appropriation Act for 1962, for transfer from the Bureau of Reclamation, to commence the program for constructing recreational facilities in the Upper Colorado River areas as authorized by the above-cited statute, and provision for continuing the program is made in the Bureau of Reclamation's budget for 1963.

Under a provision of the Surplus Property Act of 1944, as amended, the Service is responsible for determining whether surplus Federal land is suitable and desirable for use as a public park, public recreation area, or historic monument, and to inform disposal agencies of such determinations. The Service is also responsible for determining and enforcing compliance with the provisions of any instrument transferring such properties to States, political subdivisions and instrumentalities thereof, and municipalities, for public park, public recreation area, or historic monument purposes.

The Historic Sites Act of 1935 provides that "* * * it is a national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States * * *." The act further provides that the Secretary of the Interior through the National Park Service, for the purpose of effectuating this policy, shall:

"(a) Secure, collate, and preserve drawings, plans, photographs, and other data of historic and archaeologic sites, buildings, and objects.

"(b) Make a survey of historic and archaeologic sites, buildings, and objects for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States.

"(c) Make necessary investigations and researches in the United States relating to particular sites, buildings, or objects to obtain true and accurate historical and archaeological facts and information concerning the same."

In fulfilling the foregoing responsibilities, the Service has in progress an archaeological investigations and salvage program, a historic sites survey, and a historic American buildings survey. The archaeological investigations and salvage program is aimed at recovering irreplaceable historic and archeological resources from water control projects in the major river basins of the United States prior to flooding or other destruction. The historic American buildings survey comprises a national plan for making and preserving records of existing monuments of the builder's art in the United States and its possessions. Its first aim is the conservation of our national cultural resources in historic architecture and its secondary aim is service to the public by making available and preserving exact records of this cultural background of American history. The historic sites survey has as its objective a systematic nationwide inventory, investigation and recording of significant historic and archeological sites; the formulation of clearly defined standards for determining which historic and archeological sites possess national importance within the scope of the Historic Sites Act; the preparation of a classified list of recorded historic and archeological sites, indicating which possess national importance and which do not; definition of the nature and extent of Federal responsibilities for the preservation and use of sites of national importance; and the formulation of policies and practices to carry out those responsibilities.

Objectives and program for budget year

The objectives for the budget year are to achieve maximum progress toward the Mission 66 goal in all programs financed under this appropriation and to keep Mission 66 as nearly on schedule as possible.

The budget provides increases to raise the levels of the various programs as follows (in thousands): $1,226 for the operation of new Mission 66 facilities; $1,115 for additional staffing and general expense items to meet workload incident to increased visitor use and extension of the operating season; $128 for leasing additional communication facilities in the parks and for conversion of existing radio systems to narrow-band frequencies; $180 for commencement of operations in three newly authorized areas; $480 for 62 additional park police positions plus general expense fund requirements; $48 to strengthen the existing mobile tree crew and to establish a second crew to serve the western areas; $93 for soil and moisture conservation; $182 to intensify the training programs for uniformed employees; $195 and $80 for additional staffing and general expense items for ranger services and interpretive functions, respectively, in the Washington and regional offices; $100 for printing additional informational publications; $200 for land use and water resource studies functions which are carried on in the Washington and regional offices; $12 for concessions management and audit functions; $300 to initiate a comprehensive history and natural history investiga-

tions program; $816 for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning functions; $161 for archeological investigations and salvage; $76 for the historic American buildings survey; and $55 for the historic sites survey.

Management and protection

Appropriation, 1961	$18, 575, 000
Supplemental appropriation, 1961	1, 934, 000
Total appropriation, 1961	20, 509, 000
Appropriation, 1962	21, 786, 500
Supplemental appropriation, 1962	25, 000
Total appropriation, 1962	21, 811, 500
Transferred to General Services Administration	28, 157
Total amount available 1962	21, 783, 343

SUMMARY OF INCREASES, 1963

Three new parks for which funds are not now provided	180, 000
Operation of newly constructed Mission 66 facilities	1, 225, 669
Operating costs brought about by increased visitor use and extension of the operating season	1, 114, 718
Leasing additional communication facilities and conversion of existing park radio systems to narrow-band frequencies	127, 700
To intensify and expand the training program for uniformed employees:	
To move the existing training center from Yosemite National Park, Calif., to Grand Canyon National Park, Ariz., and to expand its program	62, 800
To establish a new training center at Harpers Ferry National Monument, W. Va	119, 500
Additional staffing and general expense funds for ranger services functions in the Washington and regional offices	195, 356
Sixty-two additional U.S. Park Police and additional general expense funds for the existing force	480, 000
Production of additional park information publications	99, 590
Employees' compensation fund payments	10, 000
Establishment of a mobile tree crew to serve Western areas and one additional position and general expense funds for existing crew serving eastern areas	48, 064
To expand soil and moisture conservation program in the parks	93, 460
To accelerate the programs for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning	815, 680
Additional staffing and general expense funds for interpretive functions in the Washington and regional offices	79, 720
To commence a comphrehensive history and natural history investigation program	300, 000
To finance under this appropriation certain positions concerned with land use and acquisition functions now financed wholly from land acquisition funds	96, 375
Expansion of water resources studies to keep pace with the program for development of water systems in the parks	103, 450
Acceleration of archeological investigations and salvage program to keep abreast of reservoir construction	160, 800
To meet increased requirements for following programs:	
Historic American building survey	75, 825
Historic sites survey	55, 480
Additional general expense funds for present concessions management and audit staffs	12, 470
Net change, 1963	5, 456, 657
Budget estimate, 1963	27, 240, 000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962 [1]	Estimate, 1963	Increase
1. Management of park and other areas	$15,341,211	$16,899,378	$20,400,000	$3,500,622
2. Forestry and fire control	2,211,474	1,097,225	1,260,000	162,775
3. Soil and moisture conservation	104,254	106,540	200,000	93,460
4. Park and recreation programs	2,461,255	3,222,670	4,910,000	1,687,330
5. Concessions management	379,896	457,530	470,000	12,470
Unobligated balance no longer available	10,910			
Total	20,509,000	21,783,343	27,240,000	5,456,657

[1] Adjusted to exclude $28,157 transferred to General Services Administration.

1. Management of park and other areas

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
(*a*) National parks, monuments, etc	$13,335,044	$14,574,113	$17,348,000	$2,773,887
(*b*) National Capital Parks	1,731,072	1,996,855	2,614,000	617,145
(*c*) Informational publications	275,095	328,410	428,000	99,590
(*d*) Employees compensation fund payments			10,000	10,000
Total	15,341,211	16,899,378	20,400,000	3,500,622

(A) NATIONAL PARKS, MONUMENTS, ETC.

The estimate of $17,348,000 is an increase of $2,773,887. The increase requested are for the following purposes:

3 new parks for which funds are not now provided	$177,000
Operation of newly constructed Mission 66 facilities	1,156,669
Operation costs brought about by increased visitor use and extension of the operating season	967,918
Leasing additional commercial communication facilities	42,200
Conversion of park radio systems to narrow band frequencies	67,500
To expand National Park Service training program for uniformed employees:	
To move existing training center from Yosemite National Park to Grand Canyon National Park and to expand its program	62,800
To establish new training center at Harpers Ferry National Monument	119,500
Additional staffing and general expense funds for ranger services functions in Washington and regional offices	180,300
Total	2,773,887

Need for increase

Fund requirements under this subactivity continue to increase from year to year. Principal factors bringing about the increased requirements are: (1) Constantly increasing visitor use of the parks; (2) completion and placing into operation of new Mission 66 facilities requiring additional management, protection, and interpretive personnel and supporting general expense funds; (3) establishment of new park areas; and (4) increases in the cost of doing business. All of the increases requested are for going programs, except $177,000 for new parks, and $67,500 for conversion of radio systems to narrow band frequencies. Justification for the increase under each of the major categories is set forth below:

New parks for which funds are not now provided, $177,000.—The new parks and amount required for management, protection, and interpretation of each follows:

Cape Cod National Seashore, Mass	$86,900
Fort Davis National Historic Site, Tex	43,900
Fort Smith National Historic Site, Ark	46,200
Total	177,000

Cape Cod National Seashore, Mass., $86,900.—This national seashore was authorized for establishment by Public Law 87–126, approved August 7, 1961. The seashore boundaries will embrace about 26,666 acres of lands in Provincetown, Truro, Wellfleet, Eastham, Orleans, and Chatham, all on the outer arm of Cape Cod. The Secretary of the Interior is authorized to acquire by purchase, gift, exchange, or otherwise, the lands, water, and improvements thereon necessary for establishment of the seashore.

The legislation providing for establishment of the park authorizes the appropriation of such sums as may be necessary, except that no more than $16 million shall be appropriated for the acquisition of land, waters, improvements thereon, and interests therein. An initial appropriation of $2,250,000 has been provided to commence the land acquisition program in the 1962 fiscal year. It is expected that considerable acreage within the authorized boundaries will be made available without the expenditure of Federal funds.

As soon as a significant number of acquisitions have taken place, it will be necessary to provide an administrative, protective, and interpretive staff for the new park. This point will be reached prior to commencement of the 1963 fiscal year. The increase requested will provide for the following:

Superintendent, GS–14	$12,230
Chief park ranger, GS–11	7,571
Administrative assistant, GS–9	6,448
Park ranger, GS–7	5,366
Park ranger, GS–5	4,347
Clerk-stenographer, GS–5	4,347
Clerk-typist, GS–4	4,056
Temporary employment (park rangers, etc.)—2 man-years	8,233
Total salaries	52,598
General expenses, including initial equipment requirements, retirement, health benefits, employee insurance, etc	34,302
Grand total	86,900

Fort Davis National Historic Site, Tex., $43,000.—This park was authorized for establishment by Public Law 87–213, approved September 8, 1961. The act provides that the park shall not exceed 460 acres. It is expected that the full 460 acres authorized will be required and funds for acquiring them are included in the 1963 land acquisition estimates.

Such lands as are necessary to establish and administer the park are expected to be in Federal ownership early in the 1963 fiscal year, at which time the Service's responsibility for management, protection, and interpretation will commence. The increase requested for a small staff plus general expense funds will provide for the following:

Superintendent, GS–11	$7,571
Historian, GS–9	6,448
Supervisory park ranger, GS–7	5,366
Secretary, GS–5	4,347
Temporary employment, 0.7 man-years	3,047
Total salaries	26,779
General expenses, including contributions for retirement, health benefits, employee insurance, equipment, etc	17,121
Grand total	43,900

Fort Smith National Historic Site, Ark., $46,200.—This site was authorized for establishment by Public Law 87–215, approved September 13, 1961. It will comprise about 15 acres, 10 of which are being donated to the United States by the city of Fort Smith, Ark. The act authorizes an appropriation of not to exceed $319,000 for acquisition of the remaining lands, with the proviso that no property shall be purchased until the city conveys without expense to the United States its portion of the authorized site.

The city of Fort Smith has already initiated action to transfer to the Service the designated lands, and acquisition of the remaining 5 acres will permit the establishment of the park early in the 1963 fiscal year. Funds required for land acquisition are included in the 1963 fiscal year land acquisition estimate. The site previously has had some restoration, and contains a historical museum which

attracted 25,000 visitors last year. It is necessary that the Service assume its responsibilities for management, protection, and interpretation immediately upon transfer of the lands to the United States. The increase requested for the purpose will provide for the following:

Superintendent, GS–11	$7,571
Historian, GS–9	6,448
Historian, GS–7	5,366
Information-receptionist, GS–4 (2)	8,112
Secretary, GS–5	4,347
Janitor, ungraded	3,620
Total salaries	35,464
General expenses, including contributions for retirement, health benefits, employee insurance, equipment, etc	10,736
Grand total	46,200

Operation of new Mission 66 facilities, $1,156,669.—This item has been justified in estimates for previous fiscal years since the beginning of Mission 66 and additional funds have been provided each year for the purpose. The increase requested in this estimate is the additional amount required in 1963 to meet the cost of operating new Mission 66 facilities that have been and will be placed into operation before the end of that year over and above the increases provided for the purpose in prior-year appropriations.

From the commencement of Mission 66 through June 30, 1961, a 5-year period, there were completed and placed into operation, among a wide variety of other facilities, 54 new visitor centers, 7,000 new campsites in 140 new campgrounds, 33 new amphitheaters and campfire circles with a capacity of 8,100 persons, 144 miles of new roads and 653 miles of reconstructed and improved roads, and 151 miles of new parkway sections. The programs for completing and placing into operation additional units in all of these categories will continue at a reasonably high level in the 1962 and 1963 fiscal years.

The completion and placing into operation of new units in each of these categories bring requirements for additional funds under this appropriation activity. New visitor centers require additional uniformed interpretive personnel, additional janitorial personnel, and funds for heating, lighting, telephone, and other utility services. The new campgrounds and campfire circles require additional protective and interpretive personnel (rangers, naturalists, historians, etc.), plus supporting general expense funds, including uniform allowances. New miles of roads and parkways, and, in some instances, reconstructed and reconditioned roads, require additional ranger personnel for patrol functions, plus supporting general expense funds, including such expensive items as the acquisition, operation, maintenance, and replacement of motor vehicles. Along with the direct requirements for operating new facilities there are indirect ones, such as those generated by additional administrative workload incident to the expansion in operations.

The fund requirement for operating new facilities has been recognized since the beginning of Mission 66, and appropriation increases have been granted for the purpose. However helpful as they have been, the increases so provided have not kept pace with actual needs. Also, as is the case under the "Maintenance and rehabilitation of physical facilities" appropriation, full annual requirements for a new facility are seldom provided in an increase for 1 fiscal year but must be sought partially in the estimates for succeeding fiscal years. In other words, the increases in most cases have not covered full-year requirements for the various facilities involved. For example, a new visitor center with an annual operating fund requirement of $30,000 might be placed in operation on April 1 of a fiscal year, in which case only $7,500 would be required for it that year. However, unless a further increase for the visitor center is granted in the succeeding year's appropriation, it would not be possible to operate the facility adequately, or to do so, other facets of the program would have to suffer. The placing into operation of many of the new facilities completed to date has been done at the expense of foregoing or deferring other important program features, thus compounding an already serious situation as discussed under the next heading.

The total increase requested under this heading is for application to requirements of 80 parks. The increase will provide for 99 new permanent positions and 59 man-years of temporary employment.

Operating costs brought about by increased visitor use and extension of operating season, $967,918.—As explained in prior-year estimates, this item must be considered as a companion one to the foregoing. The placing into operation of new Mission 66 facilities in many instances prior to obtaining appropriation increases for the purpose has been done at the expense of foregoing or curtailing other important facets of the park management, interpretation, and protection programs. This has been done when the visitor workload has been increasing, thus generating additional needs under this heading.

As is the case with respect to requirements for operating new Mission 66 facilities this item has also been justified in previous fiscal year estimates since the beginning of Mission 66 and increases have been provided for the purpose. However, the Mission 66 objective of providing adequate staffing and supporting general expense funds for these purposes is far from being realized. Park visitation is expected to reach 81 million in 1963 as compared to 72,288,000 in 1960 and an estimated 79 million in 1962. Only through the provision of additional uniformed personnel and supporting program assistance can minimum visitor services and park features and facilities protection requirements be met, to say nothing of improving the service to the public and providing more adequate protection of park values.

Aside from the increased visitor use of the parks during previously recognized travel seasons, use patterns are changing and extending to the degree that in some heretofore seasonal parks, public use is steadily approaching a year-round basis. New public-use areas and improvements of roads tend to spread public use within the parks. Water use and back-country use are steadily increasing. The percentage ratio of the total number of park visitors who use campgrounds has increased tremendously. All of these factors bring about progressively increasing fund requirements for management, protective, interpretive staffing, and general expenses.

The total increase requested under this heading is for application to requirements of 137 parks. The increase requested will provide for 69 new permanent positions and 60 man-years of temporary employment.

Leasing additional commercial communication facilities, $42,200.—Adequate communication services within the parks are essential for the proper management, protection, maintenance, and operation of the parks, especially in those where operations extend over wide isolated areas. Since the 1957 fiscal year there has been in progress a program for obtaining such services, both radio and telephone, on a lease-rental basis. The program has provided both for replacement of Government-owned facilities with commercial ones and for obtaining on a lease-rental basis, radio and telephone service not previously available in some parks. Some of the services and facilities heretofore provided are not adequate to meet present requirements. The increase of $42,200 will provide for improvement in commercial communication services currently available in 10 parks in 1963.

Conversion of park radio systems to narrow-band frequencies, $67,500.—On January 14, 1959, the Executive Office of the President, Office of Civil Defense Mobilization, issued a directive requiring the narrow banding of all Federal radio systems. Pursuant to that directive, the Interdepartment Radio Advisory Committee issued a memorandum to the National Park Service on March 5, 1959, requiring conversion of the radio systems in the parks to narrow-band frequencies by November 1, 1963. In view of the number and diversity of radio installations throughout the Service, the various types of equipment now in use in the parks, and the various technical problems expected to be encountered, it appeared most unlikely that all of the conversions throughout the Service could be completed by the date set. Accordingly, the Service appealed for an extension of time and was given a new deadline date of November 1, 1966.

It is estimated that the total cost of the conversion to narrow-band frequencies will exceed $400,000. The amount of $67,500 requested under this item represents fund requirements for conversions proposed to be accomplished in 1963.

A significant increase in the use of the very high frequencies (VHF) for military, aeronautical, and "space" services emphasizes the need for the Government to use the available spectrum as efficiently as is practical. Use of narrow-band or "split" channels is a major factor in obtaining more efficient use and will provide increased availability of existing transmission and receiving radio channels. The National Park Service must convert its systems or the total schedule will not be met. This could cause serious interference with radio assignments to other agencies.

To move the training center from Yosemite National Park to Grand Canyon National Park and to expand its program, $62,800.—The National Park Service training center program was commenced on a trial basis in the 1958 fiscal year as a personnel development feature of Mission 66. It was established as a necessary corollary to the development of the physical plant to insure the best possible conservation of natural resources and visitor enjoyment of the parks. It was designed primarily as an inservice activity to promote rapid orientation, indoctrination, and basic skills' development of recently appointed career employees who are meeting the public in uniform.

During the period that the program has been in progress, the training has been conducted in temporary facilities consisting of the upstairs storeroom of a museum in Yosemite National Park. Due to the inadequacy of the facilities at Yosemite, only 2 sessions of 3 months' duration, each with a maximum enrollment of 25 trainees, have been conducted annually.

The program, while limited in scope, has been a highly successful one. Substantially fuller utilization of new uniformed employees has been achieved through the orientation and training they have received under the program. In order that the program may be expanded, and that the training may be improved and broadened, a new permanent training facility is being constructed at Grand Canyon National Park with funds provided for the purpose in the 1962 fiscal year appropriation. The new facility at Grand Canyon will be ready for occupancy and the expanded training program will be ready for implementation early in the 1963 fiscal year. Whereas, 50 trainees were accommodated each year in the trial program at Yosemite, 80 trainees will be accommodated in the new facility each year at Grand Canyon. The training center at Grand Canyon will be designated as the National Park Service Western Training Center.

The present training center staff consists of a supervisor, two training specialists, and a secretary. It is proposed to increase that staff by two positions, an administrative assistant and a janitor. The services of an administrative assistant will be required to handle the additional administrative workload incident to the expanded program and to perform various functions that have heretofore been performed for the training center by the Yosemite staff. During the 5 years that the program has been in operation, much of the administrative work has been performed on a makeshift basis by various Yosemite employees. This is not a satisfactory arrangement and in view of the expanded program and plant operation responsibilities to be assumed at Grand Canyon by the training center staff, provision must be made for the services of an administrative assistant in the training center organization. The services of a janitor will be essential to the proper functioning of the training center building and dormitory facilities. Janitor services during the trial period at Yosemite were provided for the limited plant by Yosemite. The same is true with respect to the provision of various utilities—heat, light, water, sanitation service, etc., and other items required in operating the training center buildings and facilities. No provision has heretofore been made in the training center budget for such expenses; they have been absorbed by Yosemite.

As the new facilities at Grand Canyon will be additional ones for which no provision of operating funds has been made in the past, and as they will be identified as training center facilities, provision should be made in the training center budget for such costs. Additional funds will also be required to meet per diem allowances of the increased numbers of trainees, and the additional costs that will result from the payment of higher per diem allowances in some cases as authorized by Public Law 87–139. The amount of the total increase requested in the budget required for each of the items discussed in the foregoing is shown in the following:

Personnel compensation:	
Administrative assistant, GS–9	$6, 448
Janitor, ungraded	4, 680
Subtotal	11, 128
Personnel benefits	872
Total personnel compensation and benefits	12, 000
Utilities and plant operating costs	20, 800
Travel	30, 000
Total	62, 800

To establish a new training center at Harpers Ferry National Monument, $119,500.—As stated in the foregoing, the training center program at Yosemite has been a highly successful experiment. That program, however, even on the expanded basis as contemplated to be conducted at Grand Canyon National Park, still will not insure the degree of training and orientation that is required to insure the fullest and most economical utilization of the Service's manpower. Accordingly, it is proposed to establish a second training center to be designated the National Park Service Eastern Training Center, and to utilize therefor the old Storer College facilities at Harpers Ferry National Monument. It is the Service's conviction, in the light of the trial program at Yosemite, that, in the long run, the cost of the overall training center program will be more than offset through better utilization of manpower, not to mention the improved service to the public and the more adequate fulfillment of the Service's responsibilities.

The acquisition of the Storer College properties at Harpers Ferry, W. Va., was authorized by Public Law 86-655 for addition to Harpers Ferry National Monument. When funds were sought for the purchase of the Storer College properties, it was stated that the Service planned to use some of the college facilities for an additional training center.

The college is admirably located to serve as a training center, because it is only a short distance from the central Service office in Washington, D.C., yet far enough away to retain a rural, park-type atmosphere. Washington contains a pool of experts in many fields within and outside the Service, useful as teachers and discussion leaders at the center. Harpers Ferry is itself a historical national monument. The existence of varied terrain, habitats, historical features, restoration, and archeological projects and a functioning visitor services program at Harpers Ferry offer to the trainee an opportunity for varied experience in many programs. Other historical parks such as Antietam, Manassas, and Gettysburg are within easy reach for training purposes. Shenandoah National Park is relatively close at hand as is the Chesapeake and Ohio Canal and several State parks.

Whereas the western training center at Grand Canyon National Park will be geared to the big western park atmosphere and operation, the eastern training center at Harpers Ferry will give opportunities for learning historical park operations, interpretation, and advanced training in many fields. Most of the historical parks of the National Park System are east of the Mississippi. Of the 192 parks in the System, 100 are classed as historical.

Interpretation is a distinct form of public service developed by the Service from a nature guiding project at Yosemite National Park in the early 1920's. It has now reached professional status and is being started or already carried on by State parks, municipal parks, the U.S. Forest Service, and private organizations such as the National Audubon Society. Although some basic training is given on the subject at the western training center, it is not enough to train the interpreter for his professional work or to keep him up with this changing field as he progresses in his career. It is proposed that this will be done at the eastern training center which is ideally located for the purpose.

It is proposed, too, that the techniques, philosophies, and practices of interpreting natural phenomena and historic events will be perfected to a greater professional degree at the center. Advanced seminars and courses in many phases of park operations will be offered at the eastern training center calling on the professional pool in Washington to assist. Except for the basic training at the western training center, there are few opportunities for progressive training during career advancement in the National Park Service.

The location of Harpers Ferry is suited to the needs of other bureaus of the Department for occasional seminars and meetings as well as outside agencies where work is related to the Service by authority of the Historic Sites Act of 1935 and the Park, Parkway, and Recreational Study Act of 1936. As concepts of training activity change and grow, the Storer College facilities can be readily adapted to meet the needs.

It is proposed to have a professional teaching staff of four persons, one of whom will be the supervisor (but will also teach), representing the fields of protection or ranger activities, history (and archeology), and natural history.

Training is a full-time activity if it is to be adequate for present-day needs and if training is considered as preparing curricula and materials, including studies to perfect same, as well as actually teaching. The professional staff must be supplemented by an administrative assistant, a secretary, and a janitor. The permanent staff will be augmented by temporary instructors who, on occasion, will require salary reimbursement.

The amount requested will provide for the following:

Personnel compensation:	
Supervisor, GS-14	$12,230
Instructor—Protection, GS-13	10,650
Instructor—History, GS-12	8,965
Instructor—Natural History, GS-12	8,965
Administrative Assistant, GS-9	6,448
Secretary, GS-5	4,347
Janitor, ungraded	3,600
Subtotal	55,205
Less lapse	−15,500
Personnel benefits	2,795
Temporary employment, instructors	2,500
Total personnel compensation	45,000
General expenses including utilities and plant operating costs	24,500
Travel	40,000
Equipment (including 2 station wagons, 1 pickup truck, typewriters, adding machines, etc.)	10,000
Total	119,500

Additional staffing and general expense funds for ranger services functions in the Washington and regional offices, $180,300.—About 500 permanent and 700 seasonal rangers provide protective services for the National Park System. These services are coincident to over 78 million visitors annually and to the preservation and use of natural, historic, and prehistoric resources under widely diverse conditions of climate, terrain, flora, and fauna. They are related not only to varying conditions within the parks, but successful operations are dependent, too, upon coordinated cooperative effort with outside individuals, groups, and agencies with interests in or adjacent to the parks. The requirements of servicewide direction for these protection activities were recognized in 1958 when funds were provided, in part, to establish the Division of Ranger Activities (now Division of Ranger Services) in the Washington office. In 1960, additional funds were appropriated to provide for a division chief in each of the regional offices except region 5.

The organization of the Division of Ranger Services as approved by the Department on March 12, 1957, includes a Branch of Park Forest and Wildlife Protection and a Branch of Visitor Protection in the Washington office with counterparts in each of the five regional offices. Funds currently available provide for minimum staffing for the Office of the Chief of the Division and the two branches in the Washington office; for a division chief and a secretary in four of the regional offices; and partially for a Branch of Park Forest and Wildlife Protection in all the regional offices. Presently available funds do not provide for a division chief and secretary for the region 5 office or for the staffing of the Branch of Visitor Protection or for any wildlife management positions in any of the regional offices.

With the increase in protection workload generated by the increase in park visitor use and in keeping pace with other facets of the Mission 66 program, the Service's protection functions can be more effectively executed with three branches in the Division of Ranger Services in the Washington office instead of two. Accordingly, a Branch of Park Protection and Branch of Wildlife Management are being established in lieu of the originally approved Branch of Park Forest and Wildlife Protection.

The Branch of Visitor Protection for which staffing is provided only in the Washington office is responsible for providing protection and assistance to park visitors and for the protection of historic, prehistoric, and scientific values. The new Branch of Park Protection is responsible for the conservation and protection of all soil and vegetation in the parks. The new Branch of Wildlife Management, for which no regional office staffing is currently provided, is responsible for wildlife management and for maintaining natural conditions representing a proper balance between the plants and animals in the parks. The increase requested under this heading plus an increase in the amount of $15,056 requested under "Activity 2, forestry and fire control," are required to provide essential staffing for the Washington and regional office organizational units.

The increased staffing proposed for the Washington office is as follows:

Office of the Chief of the Division: Training officer, GS–13; clerk-stenographer, GS–4.

Branch of Visitor Protection: Statistician, GS–12; statistical clerk, GS–5; secretary, GS–5.

Branch of Wildlife Management: Chief of Branch, GS–14; clerk-stenographer, GS–4.

Branch of Park Protection: Forester (general), GS–12.[1]

Of the total increase requested, $58,483 is for salaries of the foregoing positions plus supporting general expense funds.

The Division of Ranger Services is one of the units through which the Service accomplishes the basic objectives provided in the act of August 25, 1916, "* * * to provide for the enjoyment of the same (parks) in such manner and by such means as will leave them unimpaired for the enjoyment of future generations * * *."

Since the Division was formed in 1957, it has functioned in a skeletal form awaiting sufficient funding and staffing so it can fully participate in the mission of the Service. If these increases are deferred or are not provided, the function of the Division to provide servicewide direction for protection activities will be seriously delayed and/or limited to the point that the Service will not meet fully its basic responsibility to protect the people and the parks. Programs must be planned to keep pace with the increase in park use. It is impossible to "catch up" after irreparable damage or avoidable visitor injuries and deaths have already occurred.

Office of the Chief of the Division

Training is a primary function of the Division in all branches and at all levels. The training officer and clerk-stenographer positions will provide direction and objectivity to the whole training responsibility in ranger services at all levels. Without adequate training, personnel are not capable of optimum performance.

Branch of Visitor Protection

The statistician and statistical clerk positions are needed to assist the present activities analysis staff, consisting of two positions, in providing data and other essential services required for management and planning as the Service meets increased visitor use. From an annual figure of 37 million visits to the parks administered just over a decade ago, the flood will reach about 79 million in 1962. There is no sign of an ebb of the tide. The system for collecting and reporting public-use statistics, which was established in 1959, signaled the generation of more than 900 separate series about visitor use and activities in the parks. These series relate to such subjects as overflow camping, patronage of concessioner accommodations, patterns of party size, dispersion of visitors within parks, comparative traffic flows through different park entrances, special uses, such as boating, swimming, and skiing; and analysis and dissemination of these data. This involves designing compilation forms, data books, and summary and analytical tables together with the performing of routine analyses for officials needing them in their planning and managing work. Without an adequate technical staff much useful data must remain in raw form. This function has increased in volume as public use has increased. It has been broadened in scope since its inception to provide analytical data for many other National Park Service planning and operating functions. Dependable data must be available in usable form if planning and management decisions are to be made on a sound basis.

The secretary position will provide clerical assistance needed in the development of rules and regulations, guides, handbooks, policies, and studies which will give direct assistance to rangers in field areas.

Branch of Wildlife Management

In the Branch of Wildlife Management, a chief and secretary will provide technical direction and coordination of a mushrooming responsibility in the Service at all levels. At present, only one management biologist is available in the Division of Ranger Services for the entire function. Native wildlife populations in the parks have increased and overbrowsed the ranges into various degrees of deterioration. Appropriate control measures must be designed and executed under expert direction to assure quick adjustment between the animals and the habitat. Approximately 14 million acres have wildlife populations needing management. Fifty-seven parks have wildlife populations of great interest to visitors

[1] Increase for this position requested and justified in "Forestry and fire control" item.

and ecologists. Programs to perpetuate these populations must be initiated to prevent loss or depreciation of this resource. Appraisals of damage must be made and methods for correction must be designed and executed under surveillance by trained technicians. There are 59 parks with over 7,000 miles of streams that support important fish populations. Without an improved program for study and management this natural resource will deteriorate. In many instances, the management of wildlife populations is a mutual responsibility of the Service and the appropriate State game agency. It is important that the Service keep abreast of new methods and techniques in management and research.

The increased staffing proposed for the regional offices is as follows:

	Region 1 office	Region 2 office	Region 3 office	Region 4 office	Region 5 office
Office of Chief of the Division:					
Division Chief, GS-14					1
Secretary, GS-5					1
Branch of Wildlife Management: Wildlife biologist, GS-12	1	1	1		
Branch of Visitor Protection: Branch Chief, GS-13	1	1	1	1	1

Of the total increase requested, $121,817 is for salaries of the foregoing positions plus supporting general expense funds.

The increase will provide for a division chief and a secretary for the region 5 office, and minimum staffing for the Branch of Visitor Protection in each of the five regional offices. It will also provide minimum staffing for a Branch of Wildlife Management in the three regional offices where the need is the greatest. Through this additional staffing, continuity and consistency of the highly diversified functions will be provided. The work is accomplished under widely varying conditions of climate, terrain, flora, and fauna. Successful operations are dependent upon cooperative efforts with many other agencies.

To meet successfully the total visitor protection responsibility, coordinated action on a Service-wide basis at all organizational levels is essential. It cannot be done on an individual park basis. Additional staffing in the regional offices is essential if the required levels of performance and accomplishment are to be attained.

The management biologist positions, the incumbents of which will serve temporarily as Acting Chiefs of the Branches of Wildlife Management in the three regional offices, will provide the Washington office and the parks with assistance in establishing adequate guidelines for the preparation, review, and operation of wildlife management programs. Specific assistance is needed in the fields of fish management, wildlife population estimates, range restoration, restocking of extirpated native species, and reduction of competing exotics. Increased liaison with cooperating Federal and State agencies will add support to a program of wildlife resource management in the parks.

Plan of work

The program contemplates a continuing effort to manage, protect, and interpret the parks and facilities administered for the estimated 81 million visitors to the parks and, at the same time, preserve park values.

Of the increase requested, about 77 percent has been applied to the operation of newly constructed Mission 66 facilities and to cover additional operating costs brought about by increased visitor use and extension of the operating season; about 6 percent is for the operation of three new parks for which funds are not now provided; about 7 percent to expand the Service's program for training uniformed employees; about 6 percent to strengthen the Divisions of Ranger Services in the Washington and regional offices; and the balance, about 4 percent is for leasing additional commercial communication facilities and initiating of a program for conversion of park radio systems to narrow-band frequencies.

In carrying out this program, the various functions are performed by Service employees, except in relatively few instances where accomplishment by contract is more practical or economical.

(B) NATIONAL CAPITAL PARKS

The estimate of $2,614,000 is an increase of $617,145. The increase consists of (1) $40,000 for operation of new Mission 66 facilities; (2) $480,000 for 62 additional U.S. Park Police and to meet increased requirements of existing force; and (3) $97,145 for additional management, administrative, and interpretative staffing plus supporting general expense funds.

Need for increase

The increases are needed to: (1) Strengthen the Park Police force as a further step toward achievement of the required staffing level as discussed in previous estimates; (2) operate and protect the first unit of the new park operations building; and (3) to provide additional management, administrative, and interpretative staffing and general expense funds to meet increased workload generated by increased visitor use and the operation of additional facilities. The following statement reflects increases in the volume of individuals using National Capital Parks facilities and/or comprising vehicular and pedestrian traffic handled by the U.S. Park Police from 1937 to 1959, from 1959 to 1961, and estimated from 1961 to 1963.

	1937	1959	1961	1963
Out-of-town visitors	3,500,000	11,000,000	16,000,000	21,000,000
Active and inactive recreation participants	15,000,000	24,300,000	26,000,000	28,000,000
Business motorists and pedestrians	30,000,000	105,400,000	108,000,000	111,000,000
Total	48,500,000	140,700,000	150,000,000	160,000,000

The attendance at the Lincoln Memorial alone was just under 3 million in 1961, or about 45 percent over the 1959 attendance. This increase in visitation and in all types of park use, together with the increasing crime rate, makes it essential that the management, interpretive, and protective programs be strengthened. Justification for each major category of increase requested follows:

Operation of new Mission 66 facilities, $40,000.—The first unit of the new park operations building, for which construction funds have been provided in the "Construction" appropriation, is scheduled for completion and occupancy by November 1, 1962. To operate the building, funds will be required for guard services, heating fuel, electricity, water, janitor services, and other building operation items. Protection of the building will require the services of five additional guards. Janitor service will require two additional employees. Fund requirements for operating the building 8 months in the 1963 fiscal year total $40,000. As the space currently occupied by employees to be housed in the new building is provided by the General Services Administration, this will be a cost to the Service for which no budgetary provision has heretofore been made. The increase requested under this heading is to meet this building operation cost for 8 months in the 1963 fiscal year.

Sixty-two additional Park Police and to meet increased requirements of existing force, $480,000.—Of the total increase requested under this heading $434,000 is to employ 62 additional police officers bringing the total strength of the force to 284 officers and civilians. With this increase, the manpower of the Park Police force will still be 92 short of the recommended strength. The increase, however, will provide a realistic start toward building a force capable of providing adequate protection.

The Park Police force is the only one in the metropolitan area operating one-man cruisers. This has been necessary to give as much geographic coverage as possible with the limited manpower but it is not accepted as satisfactory policing in a metropolitan area. In case of accident, one man cannot satisfactorily care for the injured, handle traffic, and make reports. In the case of outbreaks, one man is seldom able to handle the situation alone. It also means that whenever an officer is required to leave his cruiser, radio contact is lost thereby reducing the efficiency of the force.

After excluding officers necessary for supervision; operating communications; performing records, equipment, investigation, and training functions; handling crowds for approximately 400 special events per year and furnishing numerous escorts, less than one-half of the force is available for regular patrol duty. Considering that it takes 5 men to man a patrol post, only about 20 such posts can

be manned regularly to protect life and property in approximately 39,000 acres of park land and regulate traffic over 200 miles of roads and parkways.

All new Park Police positions provided for in recent years have been for new parks only. It is urgent that steps be taken immediately to enlarge the Park Police force to the strength that has been determined by competent authority to be necessary.

The remainder of the increase ($46,000) is needed to meet additional requirements for pension payments to the District of Columbia as required by Public Law 85-157, for training new police recruits and to improve communications.

Additional management, administrative, and interpretive staffing plus supporting general expense funds, $97,145.—Superintendent's Office, $23,00: This amount is requested to provide for a new position of park planner, GS-9, and for financing under this appropriation the position of programs and plans control officer, GS-13, currently financed under the "Construction" appropriation.

An additional park planner is needed to assist the advance planning officer who is responsible for the formulation of a long-range, comprehensive program for a system of parks for the Nation's Capital and its environs. One such new position was provided for in the 1962 appropriation. This additional planner will round out the advance planning function as now constituted. It will permit the Service to plan properly for the retention of open spaces in a rapidly expanding community to provide for parks, parkways, and recreation facilities and to cooperate with many planning agencies in the Washington metropolitan area. The existing staff is inadequate to meet this responsibility.

The programs and plans control officer position is presently financed from construction funds. The position is being so financed due to the fact that when it was established in 1956, it was concerned primarily with programing for the development of physical facilities. The duties and responsibilities of the position have since been broadened to include coordination of all National Capital Parks programs. As the primary function of the position is to provide staff assistance to the Superintendent in overall program coordination, the position should be provided under the "Management and protection" appropriation.

Administrative Division, $8,700: There is a serious need in the National Capital Parks organization for a training officer. At the present time employee relations and training functions are combined in one position. The volume of work attending the two activities has reached such proportions that each is suffering, especially since the passage of the Government Employees' Training Act (72 Stat. 327). The need for the separate training officer position has been emphasized by adverse comment in a recent U.S. Civil Service Commission evaluation survey which noted the limitations imposed on these two important functions because of one employee having responsibility for both of these in an organization having 1,200 employees. The amount requested under this heading is to provide for a training officer, GS-9, in the Branch of Personnel.

Public Use and Interpretation Division, $65,445.—Public Use Branch, $14,200: This amount is requested to employ a special events assistant, GS-9, and permit clerk, GS-4, in the Public Use Branch. Special event arrangements are now being made by the Chief of the Public Use Branch. These events, ranging from band concerts to the Pagent of Peace and the Cherry Blossom Festival here increased from 200 to 400 per year in the last 10 years. The Chief of the Branch has only been able to keep pace with the increase by working many hours of uncompensated overtime. An assistant is needed to plan and arrange for the ever-increasing number of events of national and international significance which attract visitors from all parts of the world as well as to arrange for events having only local significance.

A permit clerk, GS-4, is needed in the Information Section. The workload of this section has doubled in the last 10 years and an additional employee is needed to give necessary service to the public. The employee would be assigned to assist in handling the ever-increasing number of requests for special use and picnic permits.

Interpretation Branch, $51,245: The following increases are required to continue an adequate program of interpretation and visitor services in the face of increased visitation:

(1) Two historians, GS-5, are needed to relieve shortages of personnel at the six major memorials and historic sites. Two additional historian positions were provided for in the 1962 appropriation which, combined with the two requested herein, will provide minimum services at each site. In addition to

providing the needed personnel, this continues a program inaugurated in 1957 to improve the quality of personnel engaged in public contact work.

(2) An additional park naturalist, GS-7, is needed to meet the increasing number of conducted trips and assembly talks, and to provide interpretive services at the new Great Falls Park, Va.

(3) Three seasonal naturalists and historians, GS-4, are needed to provide interpretive services for day camps at Fort Hunt, Va., increased trips on the Chesapeake & Ohio Canal barge, and at Prince William Forest Park.

(4) An increase of $6,000 is requested to meet the cost of converting tour leader positions to a proposed new official guide series. This proposed series is also designed to improve public contact services by raising the standards of employment in this field.

(5) Four tour leaders, GS-4, are needed to extend the visiting hours at the Lincoln and Thomas Jefferson Memorials to midnight. The extension of these hours for the Lincoln Memorial has been approved by the Secretary in response to public demand and it is anticipated that the extension of the hours for the Thomas Jefferson Memorial will be approved before the beginning of the budget year.

Plan of work

The program under this activity contemplates the management, interpretation, and protection of the Federal park system of the Nations' Capital and the adjacent metropolitan area in Maryland and Virginia. The system comprises approximately 39,000 acres representing capital investments of approximately $209 million, including improvements. The functions will be performed principally by employees of National Capital Parks.

The increase will provide for park police two-man cruiser operation during the night shifts, station officers in parks now only partially covered by periodic cruiser checks, and professional and clerical assistance in meeting the needs of the management and interpretation programs.

(C) INFORMATION PUBLICATIONS

The estimate of $428,000 for 1963 is an increase of $99,590 over the amount appropriated for 1962. The increase will provide for production of additional free informational publications for distribution to park visitors and to interested persons, organizations, etc., requesting them. It will also provide a small amount for the production of additional sales publications.

Need for increase

Provision is made elsewhere in these estimates for the commencement of operations in three newly authorized parks in 1963 and four new parks were provided for in the appropriation for 1962. Informational publications should be available for each new park as soon as visitor use of it commences. Only the minimum number of publications and copies are provided during the year in which the operation of a new park commences and additional publications and increased numbers of copies are provided the next year to meet the demand as use of the park increases. Visitors to the parks are expected to increase from an estimated 79 million in 1962 to more than 81 million in 1963. Experience has demonstrated that there should be a copy of a free publication for every three park visitors. The Service's goal is ultimately to be in a position to meet that demand. With the increase requested in this estimate, one copy could be provided for every 5.1 visitors. Inadequate supplies of publications bring complaints from park visitors.

Publication of new and revised natural history and history handbooks (sales publications) has not kept pace with needs because of the heavy demands for, and increased cost of, the free publications. About 2 percent of the increase requested is programed for the publication of additional history and natural history handbooks.

The constantly increasing printing cost is a significant factor in the execution of the informational publications program. During 1961, 151 free publications were printed (11,314,000 copies) at slightly over $0.012 each. In 1962 an estimated 256 publications will be printed (13,145,000 copies) at slightly more than $0.013 per copy.

The increasing recognition of the parks administered by the National Park Service as major reserves of the scenic, scientific, recreational, and historic heritage of the American people—which contribute not only to the material

well-being of the Nation but, far more significantly, give meaning and purpose to our way of life—have placed a burden upon the Service in supplying informational material to the public and to leaders of thought and action. Dealing in a commodity so abstract, yet so real and vital to the American way of life as is in the values of the national parks, provision should be made for meeting the smallest and simplest need for informational material.

Plan of work

By and through this program it is planned to continue the production of general informational publications and their important adjuncts, the historical and natural history handbooks. Service personnel in the parks, the regional offices, and the Washington office, prepare and edit the publications and the Government Printing Office does the printing.

(D) EMPLOYEES' COMPENSATION FUND PAYMENTS

The amount of $10,000 is requested for payment to the Bureau of Employees' Compensation, Department of Labor, as required by Public Law 86-767, approved September 13, 1960.

E. Forestry and fire control

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
(a) Forest management	$180,097	$205,944	$221,000	$15,056
(b) Fire protection service	701,453	737,345	837,000	99,655
(c) Tree preservation	48,644	53,936	102,000	48,064
(d) Forest fire suppression	1,281,280	100,000	100,000	
Total	2,211,474	1,097,225	1,260,000	162,775

(A) FOREST MANAGEMENT

The estimate of $221,000 is an increase of $15,056. The increase requested will provide for one additional forester position with support general expenses in the Washington office.

Need for increase

The Washington office is not able to provide adequate assistance to the parks in matters concerning forest management with the staff currently provided. The expansion of public-use facilities under the Mission 66 program, such as new and enlarged campgrounds, road improvements, and new structures, has intensified vegetation protection and structural fire control functions. Man-caused fire risks increase and vegetation protection and management become more complex with expanding use requiring close attention to investigations, planning, and programing to maintain a consistently high standard of protection of the basic forest resources, visitor-use structures, and of the people themselves. Another factor that has contributed to these deficiencies relates to the development of new methods, techniques, materials, and equipment in the fields of forest fire control and insect and disease control throughout the country. The Service must keep abreast of these new developments and adopt those that are suitable and appropriate for use and will increase the effectiveness and efficiency of protection within the parks. This requires close cooperation with other agencies and the development of technical procedures and standards for application within the parks administered.

To strengthen organizational and staff functions of the Washington office, the sum of $15,056 is requested for a GS-12 forester and for general expenses of the existing staff.

Plan of work

Technical staff direction, including investigation and planning and the development of procedures and standards for vegetation protection and structural fire control, is provided under this program by the five regional offices and the Washington office.

(B) FIRE PROTECTION SERVICE

The estimate of $837,000 is an increase of $99,655 over the amount appropriated for 1962. The increase requested is needed for the following purposes:

One new park for which funds are not now provided	$3,000
Leasing commercial communication facilities	18,000
Operation of newly construtced Mission 66 facilities	29,000
Operating costs brought about by increased visitor use and extension of operating season	49,655
Total	99,655

Need for increase

The justification for the increase under each of the foregoing items follows:

One new park for which funds are not now provided, $3,000.—Fort Davis National Historic Site, Tex., $3,000.

The amount requested will be required to procure supplies, equipment, and related fire protection service items during the estimate year.

Leasing commercial communication facilities, $18,000.—A program for providing telephone and radio service in the parks on a lease-rental basis has been in progress since the 1957 fiscal year. The program has provided for replacement of Government-owned facilities with commercial ones and for obtaining, on a lease-rental basis, radio and telephone service not previously available in some of the parks. Some of the services and facilities heretofore provided for are not adequate to meet present requirements. The increase of $18,000 will provide for new facilities or conversion of existing facilities in 11 parks in 1963.

Operation of newly constructed Mission 66 facilities, $29,000.—Additional fire control facilities and services are needed as new or enlarged public use facilities are provided under the MISSION 66 program. The provision of these expanded facilities has intensified the need to strengthen fire control and related programs. Some of the largest, most damaging, and costly forest fires are of man-caused origin, and efforts must be continuously directed toward reduction of these fires. The heavy and increasing visitor use of the parks makes this control more difficult and costly. Both increased visitor use and extensions of public use areas result in changing use patterns within the parks and adjoining areas requiring revision and expansion of the protection planning, organization and related functions to meet these increased protection requirements. A typical example of a park where almost all of the foregoing conditions exist in Petrified Forest National Monument, Ariz., where approximately 37 percent of the increase requested under this heading will be applied. The relocation of a major U.S. highway through a portion of the park, the construction of substantial new developments in a different location to better serve the visiting public, coupled with the tremendous increase in visitor use, have all contributed to a changing use pattern requiring additional funds for fire control purposes. The increase of $29,000 under this heading will provide for the employment of an additional 2.6 man-years of fire control personnel in the parks and for supporting expenses, such as acquisition of small hand tools, equipment, supplies, and materials needed to carry out the protection work.

Operating Costs Brought About by Increased Visitor Use and Extension of Operating Season, $49,655.—As indicated above, the steadily increasing use of the parks has intensified the responsibility and workload of park staffs, particularly in connection with forest and structural fire control program functions. This public use is not only increasing during normal periods but use patterns are changing and extending to the degree that in some parks such use is approaching or has already reached a year-round basis. The expansion of existing facilities or development of new public use areas and improvement of roads and trails tends to spread visitor use within the parks. Back-country use and water use are also steadily increasing, creating a greater potential for man-caused fires in isolated locations. Fire prevention and presuppression activities must be broadened accordingly. By providing additional protection services and facilities, it is hoped that there will be a significant reduction in the number and size of fires as compared with the Service's experience during the past few years. The increase of $49,655 requested for strengthening of existing program resources will provide for the employment of 2 man-years of additional fire control personnel and for necessary supporting expenses, such as acquisition of firefighting equipment, small hand tools, supplies, and various materials needed to carry on the protection work.

Plan of work

The fire control program provides services and facilities within the parks to carry out prevention on the ground, train and organize Service employees to combat fires when they do occur by the most economical means and with the least possible damage to park features.

(C) TREE PRESERVATION

The estimate of $102,000 is an increase of $48,064 over the amount appropriated for 1962.

Need for increase

The Service has employed a mobile tree crew for several years to serve the parks in the eastern and southeastern parts of the United States. This crew is highly skilled in carrying out specialized tree preservation and maintenance on shade and valuable specimen trees in public use areas of the parks and in historical parks and monuments and national cemeteries. This operation has been most successful in improving conditions and prolonging the life of these important trees and in reducing hazards to park visitors. Demands for the services of the tree crew has exceeded its ability to do the work required. In order to permit greater accomplishment on a Servicewide basis, it has been determined that a second mobile tree crew should be established. The increase of $48,064 will provide $39,273 for the establishment of a four-man tree crew for special work in the western parks, and $8,791 to add an additional position and otherwise strengthen the existing crew for special tree preservation assignments in the eastern part of the country.

Plan of work

The work plan proposes to continue the tree preservation program, but on a larger scale, with two mobile tree crews—one for the eastern and one for the western parts of the country.

(D) FOREST FIRE SUPPRESSION

The estimate of $100,000 is the same as for 1962.

Plan of work

These funds are used solely to cover forest fire suppression and emergency presuppression costs when and as they accur. They are funds which may be required in addition to the regular fire protection service and on-site management activities for fire suppression and emergency presuppression actions. Suppression involves actual on-the-ground firefighting to control fires with dispatch and at least cost. Presuppression activities include stepping up protection forces during periods of critical fire danger as a preparedness measure in the event of fire emergency.

3. Soil and moisture conservation

Amount available 1961	$104,254
Appropriated 1962	106,540
Estimate 1963	200,000
Increase	93,460

The estimate of $200,000 is an increase of $93,460. The increase is for soil stabilization on recently acquired lands and for established, long-range soil and moisture programs.

Need for increase

The Service's current program is necessarily confined to remedial maintenance only, to prevent further deterioration of land. The increase of $93,460 will insure corrective measures on additional acreage with each successive year. The objective of the program is to restore and protect those areas in the parks where damaging erosion occurred from man's use of the land. The parks requiring remedial measures are generally those comprising lands formerly used for farming or grazing purposes where little or no effort had been made to practice sound soil and moisture conservation and on those lands that have become depleted of their natural protective cover by elements or other causes. A sub-

stantial increase in funds is a prerequisite to making significant progress in this all important conservation undertaking.

Plan of work

The program consists of conservation measures in 35 parks involving land-use planning, soil stabilization and improvement, and water runoff and control. Approximately 60 percent of the estimate will be directed toward brush control, fencing, construction of checks, establishing vegetation cover, weed control and other soil stabilization measures. About 25 percent of the estimate involves water management—primarily bank protection, conduits and drops, developments and diversions. The remaining work will be land-use planning, classification and surveys. The work will largely be carried on by employees of the Service, the majority of whom will be seasonal and temporary. Park conservation measures are coordinated with programs of adjacent jurisdictions.

4. Park and recreation programs

Subactivity	Amount available 1961	Amount available 1962	Estimate 1963	Increase
(*a*) Cooperative activities	$1,049,561	$1,609,320	$2,425,000	$815,680
(*b*) Visitor services	537,371	538,280	918,000	379,720
(*c*) Lands and water resource studies	143,553	207,175	407,000	199,825
(*d*) Archeological investigations and salvage	492,441	589,200	750,000	160,800
(*e*) Historic American buildings survey	132,960	134,175	210,000	75,825
(*f*) Historic sites survey	105,369	144,520	200,000	55,480
Total	2,461,255	3,222,670	4,910,000	1,687,330

(A) COOPERATIVE ACTIVITIES

The estimate of $2,425,000 is an increase of $815,680 over the amount available for 1962. The increase is for acceleration of the programs in line with the objectives set forth in the President's special message to the Congress of February 23, 1961, on natural resources, and for a survey of a proposed national parkway from the Blue Ridge Parkway into the State of Georgia as authorized by Public Law 87-135. Of the total increase requested, $305,347 is for nationwide recreation planning, $205,167 for national park system planning, and $305,166 for cooperation with States and other agencies.

Need for increase

General.—The increase of $815,680 is requested to accelerate a going program, the objective of which is to plan for (1) conserving and developing the Nation's recreation resources at the national, State, and local levels to meet the long-range needs of the public for outdoor recreation; (2) rounding out the national park system so that it will eventually contain the most representative samples of nationally significant areas that are important scenically, scientifically and historically in the Nation's heritage; and (3) providing critically needed assistance to other Federal agencies and to States and their political subdivisions in planning adequate and well-managed park and recreation area systems.

This is a major program under Mission 66 and one of utmost importance to the future vitality of the Nation. Time is of the essence because opportunities at all levels—national, regional, State, county, and city—to reserve open spaces for outdoor recreation are either vanishing before the impact of urbanization, industrial expansion and highway construction, or being priced out of reach. Ample evidence of the need is found today in the Nation's crowded parks, and this situation is rapidly growing more serious with the increases in population, leisure time and income, earlier retirements, and improved means of transportation. In view of the critical need for preserving potential park, parkway, and recreation areas now before they are lost, and because of the impact this planning would have in bolstering economically depressed areas, the program should be accelerated at the most rapid rate possible.

Nationwide recreation planning.—The increase of $305,347 requested is to strengthen this activity and make possible more rapid identification and evaluation, in cooperation with State, metropolitan and local authorities of needed potential park, parkway and recreation areas. Special emphasis would be given

to the Appalachian Mountains region and other depressed areas in the United States as an aid in bolstering their economies through planning assistance in the proper conservation, development and increased public use of their recreation resources. They may well be the region's most valuable remaining reosurces, and they are largely untapped.

National park system planning.—The increase of $205,167 requested is to facilitate surveys and studies now in progress on a limited scale. They have as their aim the orderly addition of nationally significant scenic, historic, and scientific areas until, as nearly as possible, all such parks are protected and preserved for the use and enjoyment of future generations of Americans. These surveys and studies will provide the factual data that are needed by legislatilve and administrative officials in considering new park proposals and boundary changes. Unless many of the lands are acquired for park purposes very soon, such as those along the seashores, Great Lakes and inland lakes and waterways, they will be lost forever. The survey of the proposed parkway from Blue Ridge Parkway into the State of Georgia, as directed by Public Law 87-135, approved August 10, 1961, is to be accomplished under this heading in cooperation with the Bureau of Public Roads within the increase requested.

Cooperation with States and other agencies.—The increase of $305,166 requested is to enable the Service to provide additional urgently needed assistance to other Federal land and water resource management agencies and to States and their political subdivisions in planning for the acquisition, development and management of lands for public park and recreation purposes. It has been possible for the Service to provide only limited planning assistance heretofore below the State level. It is at the county and metropolitan levels that this assistance is most urgently needed because of mushrooming cities, suburbs and industrial complexes.

Plan of work

The major portion of the work is performed by basic staffs located in the Washington office and the five regional offices. These staffs are composed of specialists in park and recreation planning. Certain specialized phases of the program are accomplished through contracts with private and public organizations, such as universities and research foundations.

(B) VISITOR SERVICES PROGRAM

The estimate of $918,000 is an increase of $379,720 over the $538,280 appropriated for 1962. The increase consists of $300,000 to commence a strong and adequate program of history and natural history investigations, and $79,720 for additional Washington and regional office staffing to handle regular interpretive program functions.

Need for increase

There has been virtually no increase in Washington and regional office staffing for this function since the first year of Mission 66. The increase in visitor use of the parks, the addition of new parks, and the provision of the many additional interpretive facilities and devices in the parks under the Mission 66 construction program and the increase in requests for information and assistance in matters within the scope of the visitor services program from members of Congress, other government agencies, various societies and organizations, and private individuals have brought substantial increases in the regular interpretive functions workload. Available data required for reaching policy, management, and program decisions in matters within the fields of history and natural history are grossly inadequate and new problems requiring research findings are constantly arising. These needs are discussed in more detail in the following:

Additional staffing and general expense funds for regular Washington and regional office interpretive program functions, $79,720.—The regular visitor services program functions performed in the Washington and regional offices are concerned with the overall guidance of the interpretive programs in all the parks administered. These functions include the formulation of policies, guidelines and standards and the improvement of techniques and procedures required for the management and interpretation of the extremely rich and diversified natural and historical resources of the parks. Staff responsibilities include the supplying of technical advice and assistance to field areas as well as to the director and regional directors relative to interpretation; coordinating and reviewing interpretive activities in the parks; cooperating in interagency and

interdepartmental programs of interest to the Service; and maintaining close liaison and working relationships with other agencies, organizations, and individuals engaged in work with which the Service is concerned.

These interpretive functions are essential to insure maximum public enjoyment and understanding of park resources through provision of naturalist and historian services and facilities for visitors; and to provide advisory services to other agencies, commissions, societies, organizations, and State agences as authorized by law.

The interpretive program requirements of the National Park Service are directly related to the number of park visitors and the number of physical facilities in the parks. Interpretive services and facilities, including campfire programs, conducted trips, informal talks, roadside markers and museum exhibits based on scientific and historic data, are being used by increasing numbers of park visitors. Visitor use of the parks increased 4.8 percent in 1960 over the previous year. However, the number of visitors using such interpretive services as conducted trips, campfire talks, audio-visual and self-guiding devices increased 8.4 percent. It is predictable that not only will visitor use continue to increase, but the demand for personal services will show an even greater rise. This is substantiated by comparing visitor use for 1956 with that for 1960. Total park travel increased 20 percent—from 54,923,000 in 1956 to 65,827,000 (old visitor count basis) in 1960. During this 4-year period, attendance at interpretive talks increased 57 percent from 5,295,118 to 8,336,605; visitors to park museums, visitor centers, and other atteendance stations increased 30 percent from 17,968,468 to 23,416,061; and the use of self-guiding devices increased 67 percent from 24,552,789 to 40,895.

The new positions provided for in the estimate are as follows:

Washington office:	
Naturalist, GS–13	2
Clerk-Stenographer, GS–5	1
Clerk-Stenographer, GS–4	1
Region Two office: Historian, GS–12	1
Region Three office: Historian, GS–13	1
Region Five office: Naturalist, GS–13	1
Total	7

The additional positions shown in the foregoing, plus general expense funds for them and additional sums for the existing staff, are essential if Servicewide interpretive manpower is to be utilized to the fullest extent, if new developments and techniques are to be implemented uniformly and efficiently in all parks, and if park visitors are to receive interpretive services commensurate with the constantly increasing level of education of the American people.

History and natural history investigations, $300,000.—The need for a comprehensive history and natural history investigations program has been increasing over the years and has now reached the critical point. It is essential that the Service initiate without delay a comprehensive, preplanned, coordinated program to provide data required in reaching policy decisions and determining management practices for the preservation and appropriate use of historical and natural parks administered by the Service. Only $32,000 is programed within the current appropriation for such work.

The scientific and historic facts to be uncovered are needed for purposes of park preservation, use, management, interpretation, and development. It involves coordinated basic studies in all the life and earth sciences, in history and archeology, and to some degree in sociological, economic, and related fields.

The national parks and monuments have long since passed the stage where the mere drawing of boundaries and providing physical protection are sufficient to insure their preservation. They are subjected increasingly to adverse influences arising out of contrasting types of land use adjacent to them. To adjust management so as to neutralize and correct for these factors requires adequate and precise knowledge about the nature of these historic and scientific properties, and of man's influence upon them. Research is the means by which this understanding is obtained.

The parks in the National Park System provide matchless opportunities for scientific investigations because their natural environments are protected. Eventually, they may become the only places of significant scope that can remain natural as our country becomes ever more thickly populated and all other avail-

able lands are intensively managed to produce material and physical necessities of life. The Service has an ever-increasing role as a basic reference and research source. Up to the present time, however, the full potential of making the scientific values in the System available to the service of man has fallen far short of achievement.

Of the total amount requested under this heading, $75,000 is for Historical investigations and $225,000 is for Natural history investigations.

The proposed program involves five main steps: (1) Immediate attack upon problems which are of urgency, such as wildlife overpopulations, a determination of the water requirements of the Everglades, and, studies of the new historical areas so that all historic landmarks may be identified, protected and explained in the interpretive programs of those areas; (2) the development in collaboration with universities, other institutions, and Federal agencies of a research master plan for each important natural area within the system, to give direction to, establish needs and objectives, and provide the framework within which yearly project programs can be economically and effectively scheduled; (3) the performance of investigations within the framework of the master plan, chiefly by contracts with universities and by reimbursement to other Federal agencies; (4) the evaluation and application of results by the National Park Service; and (5) the publication of the more significant reports for the benefit of the Service and science generally.

The natural history investigations program proposed for 1963 fiscal year consists of two main elements:

1. Contract studies, $160,000: This provides for directing a vigorous and immediate attack upon problems now known to be of critical urgency. Of these, the Everglades presents a most vivid example. This park exists because of water supplied in the right quantity and at the proper seasons, to maintain in natural balance the fresh water, brackish water and salt water life communities. Aside from park requirements the million dollar shrimp industry of southern Florida depends in part upon the maintenance of this balance to protect spawning grounds within the park. Projects outside of the park have the capacity to control or completely shut off the flow of water in the park. Research is needed immediately to determine actions required to maintain a proper balance of water in all seasons. Comparable problems exist in Yellowstone, Grand Teton, Glacier, Rocky Mountain and other parks where scientific data are required to guide the management of wildlife populations to bring them in balance with the capacity of the ranges they occupy. In Sequoia, Kings Canyon, and Yosemite, there is need for studies of the ecology of Sequoias for these trees are endangered by soil compaction from trails, roads, and the impact of the feet of park visitors. In Olympic, Glacier, Lassen Volcanic, Sequoia and Kings Canyon and other national parks, investigations are needed to determine the status of recreational fishing resources and to develop management plans that will preserve these resources and provide their best utilization. In Death Valley, Joshua Tree, and other desert national monuments, scarce water supplies are subject to severely competitive or overlapping uses. Such competition affects the survival of animal life.

2. Staff studies and program management, $65,000: To provide more purposeful and more positive direction, it is proposed to develop for each park or research unit, a comprehensive master plan within the framework of which individual projects can be efficiently planned, programed, and executed. This will bring into relationship all scientific, historic, and sociological data necessary for policy decisions, the development of environmental management practices, and provide a continuous appraisal of the conditions of life communities involved. A comprehensive attack should be activated in four yearly stages, and reach full stature by 1966. In 1963 research projects in the following parks are in highest priority: Everglades, Yellowstone, Isle Royale, Rocky Mountain, Grand Teton, Olympic, Sequoia and Kings Canyon, Grand Canyon, and Big Bend.

The proposed Historical Investigation program includes the conduct of historical studies in 5 parks in 4 States and 1 Territory. It also consists of two main elements:

1. Contract studies, $22,000: Two studies are programed to be commenced in 1963 by contract. Physical development of the areas involved is dependent on basic investigation which must be accomplished prior to the development. The studies include: (1) A study of Danish colonial culture and the old plantation buildings and sugar factories of St. John, Virgin Islands. This study

must be completed to aid development and interpretation of the new Virgin Islands National Park; and (2) A thorough study of the historic French, English, and Early American periods of occupation and use of the Grand Portage. This study is necessary to insure the accuracy of restoration of original structures associated with the historic fur trade and the Grand Portage at Grand Portage National Monument, Minn.

2. Staff studies and program management, $53,000: Studies programed to be conducted with Service personnel include: (1) At the recently authorized Wilson's Creek Battlefield National Park in Missouri, the Service will begin a comprehensive study of this battle, its background, and its consequences, (2) To complete development and interpretation of Cabrillo National Monument in California, a comprehensive study will be made of the historical background of the explorer Cabrillo and of the Spanish, Mexican, and American associations with historic Point Loma, site of the monument; (3) Preparation of an authoritative and modern military study of the Battle of Gettysburg to be used for many development and interpretive purposes will be undertaken so that the Service can complete a comprehensive study of all aspects of this renowned military event which was the turning point of the American Civil War; and (4) To provide data needed for management, interpretation, preservation, restoration or development of new facilities purposes, similar studies will be made or commenced, as indicated, with respect to the following: "Battle of Pea Ridge, Pea Ridge National Military Park, Ark.; history of the Grand French Battery, Colonial National Historical Park, Va.; study of inscriptions at El Morro, El Morro National Monument, N. Mex.; and history of Sitka National Monument, Alaska (commence).

Personal services and other components of costs provided for in the estimate are as follows:

	Historical research	Natural history research	Totals
Research Naturalist, GS-14		$12,230	$12,230
Research Biologist, GS-12		8,965	8,965
Historian, GS-12	$8,965		8,965
Historian, GS-9	6,448		6,448
Secretary, GS-5		4,347	4,347
Clerk-Stenographer, GS-4	4,056	4,056	8,112
Total salaries, permanent positions	19,469	29,598	49,067
Less lapse	1,969	2,998	4,967
Net salaries	17,500	26,600	44,100
Temporary employment	31,000	5,000	36,000
General expenses, including personnel benefits, travel, publications, printing, supplies, materials, equipment, etc	4,500	33,400	37,900
Contract studies projects	22,000	160,000	182,000
Total	75,000	225,000	300,000

As indicated above, a minimum increase in permanent staffing is contemplated for execution of the programs. The seven permanent positions requested will be required to supervise, coordinate, and facilitate the program and to perform some of the actual investigations. Plans call for the accomplishment of a good deal of the work by permanent personnel budgeted for other functions through the provision of temporary personnel to replace them while they are engaged in the special studies.

Plan of work

The visitor services program provides the technical and scientific services and guidance in the fields of history, geology, biology, wildlife, and botany, essential to the preservation, management, interpretation, and public use of the historic and natural parks of the national park system.

The investigations program contemplates utilization to the fullest extent possible of research competence of State universities and other qualified institutions, historical societies, and of other Government agencies on a reimbursable basis. A minimum permanent staff within the Service is required to administer, plan, monitor, and evaluate the program and to translate the results into terms immediately applicable in the preservation, management, interpretation, and public

use of the parks involved. A good portion of the work will be accomplished by assignment of permanent personnel budgeted for other functions to the study projects. In such cases, the permanent employees will be replaced during periods when they are so assigned by temporary ones for which the estimate makes provision.

(C) LANDS AND WATER RESOURCE STUDIES

The estimate of $407,000 is an increase of $199,825. The increase provides for financing under this appropriation item, 10 positions concerned with land use and acquisition functions now financed wholly from land acquisition funds ($96,375) and for expansion of water resources studies to keep pace with the program for development of water systems in the parks ($103,450). The program is divided into two functions as follows:

Function	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
Land use	$83,777	$93,625	$190,000	$96,375
Water resource studies	59,776	113,550	217,000	103,450
Total	143,553	207,175	407,000	199,825

Need for increase

Land use studies.—Staffing for the land use program in three of the five regional offices was provided for in the 1957 fiscal year appropriation and in the other two in 1958. Since that time, because of increased visitation and increased appropriations for land acquisition under the Mission 66 program, the activities relating to land use have increased tremendously. This was particularly true during the 1961 fiscal year and such activities are being stepped up substantially during the fiscal years 1962 and 1963, creating an increasing workload in the Washington office as well as the regional offices.

The increase of $96,375 provides for 10 positions in the Washington office which are currently being financed from land acquisition funds. The expansion of the land acquisition program with the attendant increase in volume and complexity of land use workload makes necessary a realinement of the staffing in the Division of Lands for accomplishing the two functions. The objective is to provide staffing for the Division under the Management and Protection appropriation to meet the workload should there be no substantial land acquisition program in progress, and to provide for additional personnel required to handle whatever land acquisition program obtains from land acquisition funds.

With the expansion of the land acquisition program in the 1962 fiscal year and as envisioned for 1963 and later years, it will be necessary to have an adequate staff of land acquisition specialists available to work exclusively on acquisition, whereas in the past, and progressively so in recent years, the incumbents of the 10 positions proposed for transfer from the land acquisition estimate have been concerned with both land use and land acquisition functions.

The land use functions pick up where the acquisition of lands program leaves off. The Service now has administrative jurisdiction over approximately 25,000,000 acres of federally owned lands and interests in lands, or about 1 percent of the area of the United States. Land use matters include highway and utility rights-of-way and easements, agricultural and grazing permits, private accesses, and continued use and occupancy reserved by owners in deeds of conveyance. There is a growing number of adverse or nonconforming uses, or applications for such uses, which must be given serious consideration and attention. These involve uses such as prospecting, mining claims and trespass, grazing permits or rights, some of which were inherited from other Federal agencies. The extensive real estate holdings of the Service require an increasing amount of special attention at all levels, in annual inventorying, reporting and record keeping, and in various and numerous other related land use matters. In addition, the staff furnishes valuable assistance in the acquisition of the non-Federal lands within the boundaries of the parks. Negotiations for some of the tracts require frequent contacts or continuous communications with the owners by regional or Washington office personnel because of the delicate nature of the local situation.

Water resource studies.—Under the Mission 66 development program, the

Service is enlarging most of its more than 1,500 water systems and constructing a significant number of new ones, which in most cases require supplemental water sources. The establishment of new parks such as Cape Cod National Seashore and the enlargement of others such as Antietam National Battlefield also requires broad studies and analysis of water resources and existing water systems and appurtenant water rights, and planning for new and enlarged water supplies. Increasing scarcity and pollution of unappropriated surface water in the Western States and the highly populated Eastern States also make it necessary to find and use many more underground water sources through supplementing the general studies with many small localized studies to select favorable well sites. It is in turn necessary to provide funds for the drilling of from one to five exploratory wells in such areas, and for their pump testing and analyses to determine the quality and quantity of such waters. Additional funds are also needed for special studies to determine proper administrative action to resolve conflicts between the Service and other water users or potential users on lands adjacent to parks.

The increase of $103,450 is needed to provide: (1) $16,500 for two positions for the region 5 office, including travel and related general expense funds; and (2) $86,950 for investigations and studies in the various parks on a reimbursable basis by the Geological Survey and other qualified governmental agencies and by contractual arrangement with outside technical specialists. Funds are included for an engineer and a clerk-stenographer in the region 5 office where newly established parks require extensive study, and for which no personnel has as yet been provided. The water resource studies must be accelerated in 1963 due in part to the addition of new parks to be administered but primarily to the fact that the situation is becoming more serious each year because of the increase in population and the heavier demand on this most valuable and life-sustaining natural resource.

Plan of work

Land-use studies.—The work plan contemplates providing technical services and guidance to the park superintendents and their staffs, relating to rights-of-way, easements, agriculture, special use and grazing permits, mining claims, and the acquisition of nonfederal inholdings within the established parks and those authorized for establishment. In carrying out this program, the functions are performed by employees of the Service at the regional and Washington office levels.

Water resource studies.—This program calls for a continuing effort to locate sources of water supply necessary for operating the parks and for use of visitors, and the determination of methods for establishment or acquisition of rights to the use of such sources in compliance with the water laws of the several States. The work is performed primarily under the technical guidance and supervision of the staffs in the regional and Washington offices, with some technical assistance provided by the Geological Survey on a reimbursable basis. Where feasible and practicable, contracts with local consulting engineers, geologists, ecologists and other professional specialists are utilized in making these technical studies.

(D) ARCHEOLOGICAL INVESTIGATIONS AND SALVAGE

The estimate of $750,000 is an increase of $160,800 over the amount appropriated for 1962. The increase will provide for acceleration of the reservoir salvage program ($95,900) and the archeological programs in the parks ($39,000); for new archeologist positions in the regions one and two offices ($16,400); and for publication of archeological reports ($9,500).

Need for increase

Acceleration of the reservoir salvage program, for which an increase of $95,900 is requested, is needed to bring it into pace with the Federal reservoir construction program. Archeological salvage must be accomplished ahead of reservoir construction and flooding or the scientific data and materials are lost forever. In some large reservoir areas, now authorized or under construction (i.e., John Day, Amistad, Carlyle, Navajo and others), the program is dangerously behind schedule; unless the salvage pace is increased, the reservoirs will be flooded before a scientifically adequate sampling (about 10 percent) can be recovered. In more than 50 smaller reservoir projects, salvage work must be started well ahead of construction to provide sufficient leadtime to accomplish the salvage ahead of flooding.

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Acceleration of the archeological investigations in the parks, for which an increase of $39,000 is requested, is needed to keep pace with the Mission 66 development programs. Surveys and base maps are needed in most parks for planning and development; excavations in prehistoric and historic sites are needed to provide interpretative data and exhibit material; archeological salvage ahead of park development is increasingly necessary.

Additional archeologist positions in the regions one and two offices, for which an increase of $16,400 is requested, are needed to provide assistance to the regional archeologists, to carry out investigations in the parks, and to assist park staffs in intepretative planning and development.

A small increase of $9,500 is needed to publish archeological research manuscripts now on hand. Unless the results of research are published and disseminated, the research cannot be fully utilized.

Plan of work

This program deals with archeological surveys, investigations, and/or excavations in the parks, in 25 major reservoir projects, and in many smaller projects. The major portion of the work (70–80 percent) is accomplished through contracts with qualified State and local educational institutions.

STATUS OF PROGRAM

The primary purpose of the program is to protect, conserve, and salvage archeological values within the National Park System, and on all other lands when Federal construction or other developmental activities threaten such sites. Specific objectives are: (a) to excavate prehistoric or historic structures; (b) to give professional archeological assistance in the preservation and protection of collections; (c) to investigate archeological sites and areas proposed for addition to the National Park System; (d) to give supervision and guidance to the interpretive program in archeological areas and to other areas of the Service having important archeological remains; (e) to give archeological advice to other Federal agencies and State organizations; (f) to carry out liaison work between the Federal Power Commission, private power development licensees and research institutions capable of salvaging archeological values threatened by such projects; (g) to carry out liaison work with the Corps of Engineers and the Bureau of Reclamation in the archeological salvage program in river basins; (h) to salvage and process archeological material important to scientific knowledge which would otherwise be lost through flooding or other related activities; (i) to make available to State and local museums representative collections of artifacts and objects recovered through salvage; and (j) to publish the results of field work and research so that scientific data obtained are not lost to the Nation.

Of the total program carried during 1961, approximately 79 percent was accomplished by cooperative agreements and contracts with local and State institutions qualified to carry out archeological investigations. In turn, the cooperating agencies expended more than $125,000 in cash and/or equivalent services. This involved 49 agreements with 35 institutions for investigations and salvage in 20 reservoirs and 14 service areas.

During 1962, it is planned to carry out investigations in 35 reservoir areas in 22 States and small investigations in 12 Service areas. Already 19 agreements totaling about $350,000 have been written for this work, and other such agreements are planned.

During 1963, with the increase requested, survey and salvage operations are planned in some 82 reservoirs in 29 States. This expanded program is essential to augment the work already underway, particularly in large reservoirs under construction, and to initiate survey and salvage in authorized projects where no work has been done and where sufficient lead time is an important factor. The expanded program is essential to catch up on the backlog of investigations needed in 22 parks and to accelerate the survey and base map program which is so essential to planning and development. The 1963 program as provided for in this estimate is as follows:

NPS region and project

RESERVOIR AREAS

	State	Estimate
Region 1:		
Beaver	Arkansas	$13,400
Millwood	do	13,400
DeGray	do	7,500
Carter	Georgia	6,000
Lanier (West Point)	do	7,400
Fishtrap	Kentucky	7,500
Grayson	do	7,300
Laurel	do	4,500
Devils Jump	Kentucky-Tennessee	7,500
J. Percy Priest	Tennessee	4,500
Region 2:		
Trinidad	Colorado	7,200
Saylorville	Iowa	3,900
Red Rock	do	7,200
Elk City	Kansas	7,200
Marion	do	6,500
Region 3:		
Gila River Channel	Arizona	12,000
Upper Gila	Arizona-New Mexico	6,000
Navajo and Hammond [1]	New Mexico	90,000
Two Rivers	do	3,000
Oklahoma Reservoir	Oklahoma	15,000
Amistad (Diablo)	Texas	40,000
Gulf Basins	do	55,000
Sanford	do	11,500
Glen Canyon [1]	Utah	104,000
Flaming Gorge [1]	Utah-Wyoming	15,000
SCS projects	Various	5,500
Region 4:		
Vee Dam	Alaska	2,000
Los Angeles County drainage area	California	8,500
Burns Creek	Idaho	20,000
Idaho River Basin	do	16,000
John Day	Oregon	23,000
Sexton	do	1,500
Lower Monumental	Washington	21,000
Region 5:		
Surveys, 8 reservoirs	Connecticut	3,500
Carlyle	Illinois	17,000
Shelbyville	do	11,000
Sny Basin	do	5,000
Monroe	Indina	5,000
Mississinewa	do	3,000
Survey, 1 reservoir	Maine	400
Surveys, 3 reservoirs	Massachusetts	1,000
Surveys, 2 reservoirs	New Hampshire	800
Surveys, 2 reservoirs	New Jersey	1,800
Surveys, 4 reservoirs	New York	1,500
Curwensville	Pennsylvania	3,000
Shenango	do	6,000
Stillwater	do	4,000
Surveys, 5 reservoirs	do	2,500
Surveys, 3 reservoirs	Vermont	900
Survey, 1 reservoir	Wisconsin	600
Subtotal reservoir areas		627,000

PARK PROJECTS

Region 1:		
Everglades	Florida	$5,000
Other NPS	Various	4,500
Region 2:		
Badlands	South Dakota	3,500
Colorado	Colorado	3,000
Dinosaur	Utah	6,500
Grand Portage	Minnesota	7,000
Other NPS	Various	3,000
Region 3: Walnut Canyon	New Mexico	3,000
Region 4:		
Death Valley	California	2,000
Joshua Tree	do	2,000
Hawaii Volcanoes	Hawaii	6,000
Lassen Volcanic	California	3,500
Olympic	Washington	9,000
Oregon Caves	Oregon	4,000

[1] Upper Colorado, total $209,000.

NPS region and project—Continued

PARK PROJECTS—Continued

	State	Estimate
Region 4—Continued		
Lehman Caves	Nevada	$1,000
Mount Rainier	Washington	3,000
Glacier Bay	Alaska	4,000
Crater Lake	Oregon	5,000
Region 5:		
Acadia	Maine	5,000
C. & O. Canal	Maryland-West Virginia	5,000
Isle Royale	Michigan	6,000
Morristown	New Jersey	5,000
St. Croix Island	Maine	10,000
Saratoga	New York	2,000
Subtotal, park projects		108,000
Publications		15,000
Total		750,000

Future plans for the program propose to continue with archeological investigations and excavations consistent with the purposes and objectives mentioned above. The scope of the program will vary depending on the scope of Federal construction activities which may inundate or destroy archeological sites and objects.

(E) HISTORIC AMERICAN BUILDINGS SURVEY

The estimate of $210,000 is an increase of $75,825 over the $134,175 appropriated for 1962. The increase is to provide for expansion of staff, including additional seasonal assistance, and for overall invigoration of the program above the requirements of minimal operation since its reactivation in 1958.

Need for increase

This need is geared to the appalling rate at which historic buildings and structures are disappearing on every hand. The tempo of destruction, accelerated by highway construction, urban renewal, and real estate developments, in addition to what is accepted as natural elements of attrition, underscores the urgency of the task. To make permanent records of our architectural heritage is more than ever increasingly vital to counteract these factors. Working within former budget and staff limitations, the Service has been unable to keep abreast of severe and crippling losses. The job is staggering in its needs and proportions. Add to this a growing realization of the importance of buildings beyond the cutoff date (approximately 1860), the field of concern is steadily widening, so that the mandate becomes overwhelming in its implications. There is no time to lose. The crusade ahead calls for marshalling additional financial aid to implement an expanded program. The increase requested will provide for employment of 5 additional permanent and 3 man-years of additional seasonal personnel.

Since reactivation the survey has been reconstituted to serve as a supporting arm of the Service's preservation, rehabilitation, restoration and reconstruction programs. Survey work is closely integrated and coordinated to all phases of these activities and there are a practical alignment and mutual reciprocity between the two which contribute to efficient operation. The additional funds requested will permit the Service to prosecute its work with the vigor called for, including the establishment of workable arrangements to meet increasing obligations and opportunities.

Plan of work

A large portion of the work (measured drawings) is done in cooperation with the collegiate schools of architecture. Measuring teams are recruited each summer composed of three to six carefully selected architectural students under the supervision of a professor of architecture, enabling the Service to get first rate work at a fraction of its cost by professional architects. Working closely with these universities over the years, the survey is coming to be recognized as a factor in the education of future architects. Several eastern schools are placing emphasis on historic architecture and making it a portion of their curriculums. The Service has consistently worked to cooperate with local groups in making records of early buildings threatened with demolition. Several projects of this

sort have been successfully carried out each year. What the Service is unable to preserve as a physical entity, can be included by essence and spirit in the survey.

In the dual role of conservation and education, the survey also stimulates an increasing number of gifts. Donations have built up the collections far beyond what could possibly have been accomplished with the limited fund resources available. Since the survey was revitalized, in 1958, the Service has received approximately $46,000 worth of gifts in the form of measured drawings, and historical and architectural documentation of 335 buildings. (This figure was based on the following average values: Measured drawings $125 each; photographs, negative and print $10; historical and architecural documentation, per building $20.) These valuable contributions bespeak the high regard the survey holds in the field of architectural history. Through these dividends it is felt that the Service is getting more for less money than any other comparable governmental program. The Service is therefore encouraged to request funds to expand this sound professional and productive operation. The personnel in the Design and Construction offices have developed techniques and standards and are prepared to cover a larger part of the country and to fill in neglected gaps in the record with the funds requested.

(F) HISTORIC SITE SURVEY

The estimate of $200,000 is an increase of $55,480 over the $144,520 appropriated for 1962. The increase will provide $9,500 for the publication of theme studies already completed; $6,500 for additional studies of aboriginal sites and structures on which action has been deferred due to insufficient knowledge of the sites; $26,800 for additional personal services costs to meet the requirements of the acelerated publication and Registered National Historic Landmark program; $5,200 to defray cost of marker production under the Landmark program; and $7,480 to meet increased costs of supplies, materials, equipment, and other direct expenses necessary to the administration of the Landmark program.

Need for increase

Publication of theme studies which began in fiscal year 1962 is of special urgency. To continue the publication program on schedule, an additional $9,500 is needed to defray publication costs. With the acceleration of the Registered National Historic Landmark program, increased emphasis on production of markers is required. An increase of $5,200 is necessary to defray the costs of marker production. With the simultaneous urgency of the publication program and acceleration of the Registered National Historic Landmark program, work of the Survey has expanded greatly. The amount of $26,800 is needed to add two historians and one clerk-stenographer to aid in revision and preparation of theme drafts for publication, and to maintain adequately the additional workload of the Landmark program.

In the process of work on the archeological theme studies, action has been deferred on certain legislative and other proposals involving prehistoric sites. These are on sites which appear to be of exceptional value, but which, due to absence of concrete knowledge, are not now known to possess prime significance under the Survey criteria. To discharge the Survey function in furnishing sound recommendations under the Registry of National Historic Landmarks and in the National Park System Planning, an additional $6,500 is necessary to assemble information on which to evaluate this backlog of sites.

To maintain the schedule of work on the difficult thematic studies dealing with the Nation's cultural history which is now being studied, and to keep pace with the demands of the Registry of National Historic Landmarks, an additional $7,480 is necessary to defray costs of supplies, materials, equipment needs, and other expenses related in both programs.

Plan of work

The program involves surveys and studies of historic and prehistoric sites to determine which ones are of exceptional importance in commemorating and illustrating the history of the United States and are, therefore, worthy of preservation as part of the American heritage. The program also involves preparing manuscripts for publication and the operation of the Registry of National Historic Landmarks. The work is performed by technical employees of the Service assigned to the various phases of the program, and by contracts with qualified professional historians and anthropologists outside the Service.

5. Concessions management

Subactivity	Amount available, 1961	Appropriation, 1962	Estimate, 1963	Increase
(a) Management	$141,681	$194,030	$200,000	$5,970
(b) Audit	238,215	263,500	270,000	6,500
Total	379,896	457,530	470,000	12,470

(A) MANAGEMENT

The estimate of $200,000 is an increase of $5,970 over the $194,030 appropriated for 1962. The increase requested is to meet increased general expense requirements in the Washington and Regional Offices.

Need for increase

The increased activities of concessioners resulting from accelerated improvement and expansion programs and new concessions which have been, or are to be, authorized have increased concessions management activities. This will require more travel by Regional and Washington Office concessions management officials to provide adequate field guidance and to coordinate the various interests involved; to assure contract compliance and adequate and dependabel service to the public; to negotiate new contracts; and to determine the acceptability of proposed new concessioners. The increase of $5,970 is needed to augment the general expense funds of the Washington and the four Regional Offices having Concessions Management Divisions.

Plan of work

The program contemplates general and technical supervision over the establishment, operation, and maintenance of facilities and services being, and to be, furnished by concessioners to the public, and the providing of technical assistance to the Superintendents and their staffs relating to all phases of the program, including contract compliance, business procedures, corrective measures when appropriate; and contract terms and conditions. Since visitor housing costs are of major importance, the Service will accelerate its program of exploring new developments in low-cost accommodations. In addition, the program of exploring and developing new sources of concessioner financing will be continued, as well as giving assistance, when requested, to municipal authorities, other Government agencies, both domestic and foreign, for assistance and guidance in handling matters of a similar nature.

(B) AUDIT

The estimate of $270,000 is an increase of $6,500 over the $263,500 appropriated for 1962. The increase requested is to meet increased general expense requirements.

Need for increase

Additional funds are needed to permit the existing audit staff to be in an almost constant travel status. This is necessary so that the desired 3-year audit cycle covering approximately 200 concessioners and subconcessioners geographically dispersed throughout the continental United States, Alaska, and Hawaii may be accomplished as planned. During the 1962 fiscal year it will again be necessary to use a portion of the funds programed for authorized positions to finance necessary travel. This situation has been brought about in part by having to absorb a portion of the last pay increase cost ($3,550) and the payment of higher per diem allowances as authorized by recent legislation.

Plan of work

The program entails the audit, by Service personnel, of the accounts and records of concessioners who provide food, lodging, transportation, and various other services and facilities to park visitors, to insure that provisions of the concessions contracts have been and are being complied with. It also entails financial surveys, by Service personnel, of the financial ability of prospective concessioners prior to the negotiation of contracts. The plan provides for an audit of each concession operation requiring audit once every 3 years with provision for more frequent audits in particular instances when determined to be necessary.

Itemization of estimate—Management and protection

	Actual, 1961	Available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$20,498,090	$21,783,343	$27,240,000	+$5,456,657
Unobligated balance	10,910			
Transferred to General Services Administration		28,157		−28,157
Appropriation	20,509,000	21,811,500	27,240,000	+5,428,500
Obligations by objects:				
11 Personnel compensation	14,991,184	16,207,000	20,239,000	+4,032,000
12 Personnel benefits	1,206,090	1,250,000	1,520,000	+270,000
21 Travel and transportation of persons	595,623	600,000	675,000	+75,000
22 Transportation of things	181,775	185,000	200,000	+15,000
23 Rent, communications, and utilities	652,222	670,000	800,000	+130,000
24 Printing and reproduction	200,946	220,000	300,000	+80,000
25 Other services	1,028,287	1,000,000	1,376,000	+376,000
26 Supplies and materials	916,669	951,343	1,330,000	+378,657
31 Equipment	718,140	700,000	800,000	+100,000
32 Lands and structures	5,614			
41 Grants, subsidies, and contributions	1,188			
42 Insurance claims and indemnities	352			
Total obligations	20,498,090	21,783,343	27,240,000	+5,456,657

PREPARED STATEMENT

Chairman HAYDEN. If you have a statement you may put it in the record and we will be glad to have you highlight it.

(The statement referred to follows:)

STATEMENT OF DIRECTOR CONRAD L. WIRTH OF THE NATIONAL PARK SERVICE

Mr. Chairman and members of the committee, it is always a pleasure for me and members of my staff to discuss with you the programs and financial requirements of the National Park Service. This is the 11th consecutive year in which it has been my privilege to appear before this committee in my present capacity and the 7th one since the announcement of our Mission 66 program. I should like to say to you, as I did to the House subcommittee, that your sympathetic consideration and understanding of our responsibilities, problems, objectives, and budgetary needs were instrumental in making possible commencement of Mission 66. Your actions on our budget requests for subsequent years have likewise been instrumental in bringing about the progress made to date in executing the program. It is with this sense of the committee's mutual interest in the programs of the National Park Service and the part they plan and will play in the general welfare of both present and future generations of Americans that we meet with you today to discuss our plans and fund requirements for the coming year.

I am pleased to report that the year just passed was one of the best in the history of the National Park Service. In reviewing some of my prior year reports to the committee, I find that I have made this statement before. Being able to repeat it is an indication that, while our responsibilities are increasing from year to year and the program deficiencies existing at the commencement of Mission 66 have not been overcome fully, our position is being steadily improved as time goes on.

At the outset, I should like to mention the continuing increase in visitor use of the parks. I must first explain, however, that, as you no doubt have noted in our justifications, we have changed our system for counting visitors with the result that our projections for the future and the actual count for 1961 are greater than would have been the case under the former system. The change was made only after careful review of the former system and a determination made that it did not produce a realistic visitor count. For comparative purposes, the visitor count for the 1960 calendar year has been converted and reflected on the new basis in our justifications.

Under the new basis of counting, visitation totaled 79,040,000 in 1961 as compared to 72,288,000 in 1960, a 9.3 percent increase. Providing recreational op-

portunities and park experiences for such a large segment of the population and at the same time preserving the wilderness, natural and historic values of the parks was our most important accomplishment in 1961. Making this possible were the various Mission 66 accomplishments, including the provision of the many new buildings, utilities, campgrounds, amphitheaters, sanitation systems, roads, trails, parkway sections, etc., in the parks; the provision of additional personnel and other program requirements for operating and maintaining the new facilities, for meeting increased visitor workload and for correcting deficiencies in staffing and other program components existing at the commencement of Mission 66; the addition of new areas to the system and the provision of operating funds for them; the implementation of an effective training program for uniformed personnel; the acquisition of strategic privately owned lands within certain park areas and the acquisition of required water rights; and improved communication systems and facilities within many of the parks.

The Service's capacity and capability for executing large-scale construction programs have reached a very high point. Accomplishments in the development of physical facilities continue to be gratifying. Some of the accomplishments under the construction programs during the 1961 fiscal year and for the first 5 years of Mission 66 are as follows:

(1) 6 new visitor centers were completed and 16 others were under construction at the close of the year, bringing the total to 51 new visitor centers put in operation under the Mission 66 program.

(2) 3,044 new campsites were completed and 882 others were rehabilitated or improved during the year, bringing the 5-year totals to 7,442 and 4,000, respectively. Also, during the 5-year period 305 new comfort stations were completed.

(3) 78 miles of new and reconstructed walks and trails were completed, bringing the 5-year totals to 288 miles.

(4) 2 new campfire circles or amphitheaters were built for a 5-year total of 33 with an overall seating capacity of 8,100 visitors.

(5) 305 miles of roads were constructed or reconstructed during the year, bringing the 5-year totals to 797 miles of new roads added and old roads reconstructed or improved.

(6) 40 water storage and distribution projects and 35 sewer system projects were completed, bringing the 5-year totals to 305 water systems and 269 new sewer systems.

(7) 4,406 new vehicle parking spaces were added making a total of 22,440 new vehicle spaces in 887 new parking areas for the 5-year period.

(8) 102 housing units for permanent and seasonal employees and their families were completed, bringing the total to 678 for the Mission 66 period.

(9) 42 miles of new parkway sections were completed, bringing the 5-year totals to 151 miles.

The lands and water rights acquisition programs are, on the whole, progressing in a very satisfactory manner. While much preliminary work had to be done before the program for acquisition of Cape Cod National Seashore Lands could be gotten underway, I am pleased to report that such preliminary work is nearing completion and we now expect to move forward rapidly with the acquisitions provided for in the 1962 supplemental appropriation. The increases provided in the 1962 regular appropriation for land acquisition are gratifying. We are hopeful, with the program level provided for in the 1963 budget, of making real progress in overcoming this most serious longstanding problem.

With the increase provided for the purpose in 1962, we have accelerated our programs for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning work. I believe maximum progress is being made within the resources available. The job, however, is a monumental one and time is of the essence. The programs must be further accelerated to a very substantial degree if the objectives set forth in the President's special message to the Congress on natural resources of February 23, 1961, are to be attained.

The program for archeological investigations and salvage has also been stepped up with the 1962 appropriation increase, but here again the time element is very pertinent. Archeological salvage must be accomplished ahead of reservoir construction and flooding or the scientific data and materials are lost forever.

Steady progress is still being made in the prosecution of the historic American buildings and historic sites surveys. It has not been possible, however, as was reported last year, to maintain the schedule originally contemplated for

these important Mission 66 features and the target completion dates have had to be extended.

1963 ESTIMATES

The estimates under consideration total $123,340,000. This is an increase of $15,380,657 over the amount provided for 1962.

The budget provides a total of $49,340,000 for the Service's various operating programs, and $74 million for its capital programs. These amounts represent increases over the 1962 appropriations for those purposes of $8,106,657 and $7,274,000, respectively.

OPERATING PROGRAMS

The appropriation items which finance the operating programs, the amounts requested for 1963, and the increases provided for in the estimates are as follows:

Appropriation item	1963 request	Increase
Management and protection	$27,240,000	$5,456,657
Maintenance and rehabilitation of physical facilities	20,000,000	2,131,000
General administrative expenses	2,100,000	519,000
Total	49,340,000	8,106,657

The increases requested for "Management and protection" and "Maintenance and rehabilitation of physical facilities" may be grouped into three categories. First, amounts for the direct benefit of programs that are concerned with the management, protection, interpretation, maintenance, and operation of the parks and the various facilities in them. The increases falling into this category total $5,693,000. Second, amounts for the indirect benefit of programs concerned with the management, protection, interpretation, maintenance, and operation of the parks and the facilities in them. The increases falling into this category total $787,000. Third, amounts that are for important programs other than those concerned with park operations. The increases falling into this category total $1,108,000.

With respect to the first category, we now estimate that park visitation will reach 86 million in 1963 as compared to 79,040,000 in 1961, and an estimate of 83 million for 1962. These figures exceed those set forth in our justifications by 1 million for 1961, 4 million for 1962, and 5 million for 1963. The figure for 1961 is the actual count. The new estimates for 1962 and 1963 are up-to-date ones based on current trends. This increase in visitor use generates increases in full requirements for all facets of park operations and maintenance. Substantial increased fund requirements for park operation and maintenance purposes also accrue from year to year as new buildings, utilities, campgrounds, picnic areas, roads, trails, parkways sections, etc., completed under the Mission 66 construction program, are placed into operation. The budget recognizes these factors, as it has for the past several years, and provides a total increase of $4,054,000 for placing the Service in a better position to handle the increase in visitor workload in the parks, including extension of the visitor season in some of them, and for operating and maintaining the various new Mission 66 facilities.

Also included in the first category, are amounts for operating and maintaining the three new areas authorized for establishment in the first session of the 87th Congress. Progress to date and anticipated in the acquisition of lands for the Cape Cod National Seashore is such as to make necessary commencement of limited management, protection, interpretation, maintenance, and other operating functions in this new area prior to beginning of the 1963 fiscal year. It is also anticipated that the lands authorized for inclusion in the Fort Davis and Fort Smith National Historic Sites, Tex. and Ark., respectively, will be in Government ownership by the early part of the 1963 fiscal year at which time funds will be required for operating and maintaining those areas. Minimum requirements for these new park areas are provided for in the budget.

In the category of items for the direct benefit of park operating programs is provision for 62 additional U.S. Park Police and more adequate general expense

funds for the existing force; for leasing additional communication facilities in the parks, and for commencement of a program for converting existing radio systems to narrow-band frequencies; for expanding the soil and moisture conservation program; for wage-rate increases; for intensifying the program for training new uniformed employees; and for improving the program for tree preservation and maintenance.

Provision of the additional park police positions will be a further step toward attainment of the staffing level that has been determined by competent authority to be necessary. This item has been discussed in prior year estimates.

The provision of additional commercial communication facilities in the parks is a continuation of a program that has been in progress since the 1957 fiscal year. The program for conversion of existing radio systems in the parks to narrow-band frequencies is being undertaken to meet a requirement of a regulatory agency. The program must be completed by November 1, 1966. The total cost is estimated to exceed $400,000, of which the sum of $67,500 is requested for 1963.

The expansion of soil and moisture conservation functions, as provided for in the budget, will bring the program level more nearly in line with the Department's long-range program.

The wage-rate increases for which additional funds are needed are already in effect and can be met only through an appropriation increase or through program retrenchments.

To intensify the program for training uniformed employees, we plan to move the existing training center from Yosemite National Park to Grand Canyon National Park, new facilities for which are now being constructed at Grand Canyon with 1962 fiscal year construction funds, and to enlarge the program. We also propose to establish a second training center at Harpers Ferry National Monument, utilizing the Storer College properties which are now being acquired with 1962 fiscal year land acquisition funds. We feel that this training program will more than pay for itself in the long run by making possible a fuller utilization of the Service's uniformed employee manpower.

The tree preservation and maintenance program would be intensified through the provision of a western mobile tree crew to supplement the present crew which serves the park areas in the East.

The increases in the second category, those for the indirect benefit of the park operating programs, include $195,000 and $80,000 to provide for the more adequate execution of ranger services and interpretative functions, respectively, in the Washington and regional offices; $200,000 for land use and water resources studies functions which are carried on in the Washington and regional offices; $12,000 for concessions management and audit functions; and $300,000 to initiate a comprehensive history and natural history investigations program.

It is essential that additional staffing and general expense funds be provided for the ranger services functions in the Washington and regional offices if the ranger services organizational units are to fulfill adequately the responsibilities for which they were established. Those responsibilities are basically the direction and coordination of all functions in the parks having to do with the protection of visitors and the park features and facilities.

There has been virtually no increase in the Washington and regional office staffing for direction and coordination of park interpretative programs since the first year of Mission 66. The increase requested for that purpose is to correct staffing deficiencies that have come about with the increase in visitor use of the parks, the addition of new areas to the System and the provision of the many and varied interpretative facilities in the parks.

The increase for land use and water resources studies will provide principally for the salaries and expenses of certain positions in the Washington office which are proper for financing under this appropriation but which are now being financed from land acquisition funds and to bring the water resources studies program to a level more nearly commensurate with the programs for acquisition of water rights and the development of water systems in the parks.

The small increase for concessions management and audit is to meet the increased cost of travel and other general expense items.

The need for a comprehensive history and natural history investigations program, for the commencement of which an increase of $300,000 is requested in the budget, cannot be overemphasized. Such a program must be undertaken at the earliest possible date if the Service is to have adequate facts and information upon which to base policy, program, and management decisions. Boundary lines in themselves are no guarantee of the integrity of a national park. Scien-

tific management of resources within them and intelligent guidance of the people who use them is also required. The national parks are complex assemblages of scientific, historic, and archeologic resources, subject increasingly to adverse influences arising from contrasting land uses around their borders and from the impact of expanding recreational use. To adjust policies and management so as to neutralize and correct for these adverse factors requires adequate and precise knowledge of the nature of the scientific and historic properties and about man's activities and influence upon him. Science, in contrast to empirical opinion, provides the safer conservation base. Research findings are needed, therefore, to back up policy decisions and action programs for the preservation, planning, development, use, and interpretation of areas now in or likely to be included in the national park system. Large sums are being spent by the Federal Government, foundations, and private enterprise in research work to determine uses to which various resources, commodities, and products can be put. In contrast to this type of research, the programs proposed in our estimates are to determine measures that should be taken to conserve the park areas and at the same time to provide for the use and enjoyment of them. The nature of the research required is such that it must be performed or directed by this Service. It cannot be done for us.

The increase of $1,107,785 requested for important programs not concerned with park operations includes $815,680 for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning work for which $1,609,320 is provided in the 1962 appropriation; $160,800 for archeological investigations and salvage, for which the 1962 appropriation provides $589,200; $75,825 for the historic American building survey, for which $134,175 is available in 1962; and $55,480 for the historic sites survey, for which $144,520 is available in 1962. These are all going programs which must be accelerated in the light of the President's special message to the Congress of February 23, 1961, on natural resources and if the programs are to be prosecuted at a rate reasonably commensurate with Mission 66 objectives.

The programs for nationwide recreation planning, natural park system planning, and cooperation with States and other agencies in their park and recreation planning work are major Mission 66 features and ones of utmost importance to the future vitality of the Nation. Time is of the essence because opportunities at all levels—National, regional, State, county, and city—to preserve open spaces for outdoor recreation are either vanishing before the impact of urbanization, industrial expansion, and highway construction, or being priced out of reach. Ample evidence of the need is found today in the Nation's crowded parks and this situation is rapidly growing more serious with the increases in population leisure time and income, earlier retirements and improved means in transportation. In view of the critical need for preserving potential park, parkway, and recreation areas now before they are lost, these planning programs should be accelerated at the most rapid rate possible.

Acceleration of the archeological salvage functions in areas to be flooded, as provided for in the estimate, is necessary to bring the program into pace with the Federal reservoir construction program. As stated earlier, archeological salvage must be accomplished ahead of reservoir construction and flooding.

The historic American buildings survey must be stepped up in view of the appalling rate at which historic buildings and structures are disappearing on every hand. The tempo of destruction, accelerated by highway construction, urban renewal, and real estate developments in addition to what is accepted as natural elements of attrition underscores the urgency of this task.

The increase requested for the historic sites survey is needed for the publication of theme studies already completed, for additional studies or aboriginal sites and structures on which action has been deferred due to insufficient knowledge of the sites, and to meet requirements of the accelerated registered national historic landmark program, including the cost of marker production under the landmark program.

The increase of $519,000 requested for "General administrative expenses" provides principally for the salaries and expenses of certain staffs in the Washington and regional offices which are now proper for financing under the "General administrative expenses" appropriation but which are being financed from construction funds. It also provides for six additional positions in the Washington office and four additional positions for the regional offices, plus supporting gen-

eral expense funds, that are essential for meeting increased workload. The administrative workload in the Washington and regional offices has increased constantly since the commencement of Mission 66 during which period increases in this appropriation have provided for only six additional positions for the Washington office and no staffing increases for the regional offices. The need for the additional staffing requested in the estimate is urgent.

CAPITAL PROGRAMS

Our capital program estimates include $44 million for "Construction" and $30 million for "Construction (liquidation of contract authorization)". The "Construction" estimate provides for the following:

Building, utilities, and other facilities	$31,153,000
Acquisition of lands and water rights	12,500,000
Executive Mansion and grounds	347,000
Total	44,000,000

The "Construction (liquidation of contract authorization)" estimate provides expenditure authority for liquidation of obligations incurred, and to be incurred, under the contract authorization for parkways and roads and trails construction. The contract authorization programs for parkways and roads and construction for 1963 are in the amounts of $16 million and $18 million, respectively.

New work provided for in the capital programs include the Theodore Roosevelt Memorial project in the National Capital pursuant to congressional authorization, $1,400,000; airports to serve Grand Canyon and Yellowstone National Parks in the amounts of $880,000 and $735,000, respectively; and initial developments in five new areas for which construction funds have not heretofore been provided, $916,500. The new areas include Cape Cod National Seashore and Fort Smith and Fort Davis National Historic Sites as mentioned in the foregoing; Wilson's Creek Battlefield National Park, Mo., for which operating funds are provided in the 1962 appropriations, and Buck Island Reef National Monument in the Virgin Islands, which was established as an area in the national park system by Presidential proclamation of December 28, 1961.

The capital programs provide for additional important projects in areas commemorating the historical events of the Civil War in preparation for the centennial observances, totaling $3,654,700; for continuing to completion the work on the Jefferson National Expansion Memorial, St. Louis, Mo., $510,000; for continuing work in Independence National Historical Park, Pa., $2 million; and for continuing work commenced in fiscal 1962 in the New York City areas, $1,141,800.

Projects included in the capital programs for areas other than those mentioned in the foregoing total $22,878,100 for buildings, utilities, and other facilities; $16 million for parkways and $15,036,900 for roads and trails.

Of the total estimate for acquisition of lands and water rights $1,400,000 is for Civil War area lands; $4 million for Cape Cod National Seashore, Mass., lands; $1,500,000 for Minute Man National Historical Park, Mass., lands; $937,000 for lands to be added to the National Capital park system as authorized by Public Law 87-362; $434,000 for lands for the newly authorized Fort Davis and Fort Smith National Historic Sites in Texas and Arkansas, respectively; $162,000 for acquisition of lands within extended boundaries of certain areas as authorized by legislation enacted during the first session of the 87th Congress; and $365,000 for acquisition of water rights; leaving $3,702,000 for acquisition of inholdings in other park areas throughout the Service. The estimate provides for a realistic land acquisition program looking toward overcoming long-standing problems incident to the existence of inholdings within the park areas.

DONATIONS

Since the commencement of Mission 66 I have reported to the committee annually with regard to donations of cash, lands, and other objects received by the Service. Last year I reported that cash donations totaling $3,905,759 and donations of lands and other objects valued at approximately $5,490,340 had been received during the period from July 1, 1955, the beginning of the fiscal year in which Mission 66 was announced, through December 31, 1960. I am pleased to report that during the 1961 calendar year additional cash donations totaling $354,814 and additional donations of lands and other objects, with the

exception of the White House furnishings, valued at approximately $1,014,015 were received. This brings the total of such donations for the 6½-year period to approximately $10,765,000. No estimated values have yet been established for the approximately 240 items of furnishings which were donated during the year for the White House. We will continue our efforts to stimulate financial assistance from outside sources to help carry out our programs wherever possible.

In closing, may I again express on behalf of the Department of the Interior and the National Park Service our most sincere appreciation for the sympathetic and favorable consideration given by this committee to our budget requests in prior years, and renew our pledge to obtain the maximum benefit from every dollar appropriated to carry out the programs of the Service as approved by the Congress.

GENERAL STATEMENT

Mr. WIRTH. First, I would like to say that what we have accomplished—and I think we have accomplished considerable in Mission 66 for the national parks—is due substantially to the sympathetic consideration afforded by this committee and the House committee.

I might add that this is my 11th appearance before the committee and also the 7th year of Mission 66; so we have a lucky combination of 7-come-11, which I hope works well for us.

Chairman HAYDEN. Sometimes that works.

Mr. WIRTH. I might point out that the increase in travel last year was more than we anticipated. It is up to over 79 million in 1961 as compared with 72 million in 1960, or an increase of 9.3 percent.

I have a few figures here that I would like to read, because I think they are important, and I do not think it will take more than 2 or 3 minutes. It is in my statement, but I would like to emphasize it.

Chairman HAYDEN. Go ahead.

Mr. WIRTH. It is a progress report on Mission 66 developments. Through the 1961 fiscal year and the first 5 years of Mission 66 the accomplishments are roughly as follows:

Six new visitor centers were completed and 16 others were under construction at the close of the year, bringing the total to 51 new visitors' centers put into operation under Mission 66; and, of course, there are 16 still underway in addition to those that we have included in this budget for which we ask your approval.

There have been 3,044 new campsites completed and 882 others were rehabilitated or improved during the year; bringing the 5-year totals to 7,442 and 4,000, respectively. Also, during the 5-year period, over 300 comfort stations were completed.

Seventy-eight miles of new and reconstructed walks and trails were completed, for a total of 288 for the 5 years.

There were 305 miles of roads constructed or reconstructed during the year, bringing the 5-year total to 797 miles of new roads added and old roads reconstructed or improved.

Senator BYRD. Did you intend to overlook No. 4, Mr. Wirth?

Mr. WIRTH. I did not. I am glad you called my attention to that. Two new campfire circles, or amphitheaters, were built for a 5-year total of 33, with an overall seating capacity of 8,100 visitors.

Forty water storage and distribution projects and 35 sewer system projects were completed, bringing the 5-year totals to 305 water systems and 269 new sewer systems.

Also, 4,406 new vehicle parking spaces were added, making a total of 22,440 new vehicle spaces in 887 new parking areas for the 5-year period.

One hundred and two housing units for permanent and seasonal employees and their families were completed, bringing the total to 678 for the Mission 66 period.

There were 42 miles of new parkway sections completed in the 1961 fiscal year, bringing the 5-year total to 151 miles of new parkway constructed.

INCREASE REQUESTED IN 1963

I think I will skip over a good part of the rest of my prepared statement and just bring out certain facts: Under our 1963 budget for the "Management and protection" appropriation, as you have already indicated, Senator, we ask for an increase of $5,456,657 under our "Maintenance and rehabilitation," appropriation an increase of $2,131,000; and we are asking this year for an increase of $519,000 under our "General administrative expenses" appropriation. We have not had any great increase in the administrative expenses item over the last several years and we have necessarily financed certain functions with construction funds. This increase will allow us to transfer those positions to the appropriation they really belong in.

There was no better way of financing the Mission 66 and program staffs at the time we had to meet the situation. We are asking for funds to get straightened out on the financing this year if we could, please.

There is an actual increase of about 10 additional positions in the $519,000.

LAG IN LAND ACQUISITION

I will skip over the rest of the statement in the interest of saving time. I most sincerely hope that it will be read. Our capital improvement program is covered in detail in the material already submitted. While we are well into the Civil War centennial years now, we are lagging behind in some land acquisition and in some development. We sincerely hope that you will give us what we have suggested here in order to allow us to proceed in an orderly fashion to meet the various commemorative dates.

EFFORTS TO OBTAIN DONATIONS

I do want to report on our continued efforts to obtain donations. We received during the year money and various land and other objects, with a value of about $1,369,000, for a total of about $10,765,000 since the beginning of Mission 66. We will continue to press for that source of revenue as hard as we can. Such funds have relieved us from asking for appropriations for certain projects; to acquire lands; and also to build certain facilities; as well as to acquire certain historical documents in order to tell the true story of many of our historic areas.

I think with that, Senator, I will close and file the statement and thank you on behalf of the Department of the Interior and the National Park Service for your past favors. I had a boss once who used to say when you thank a person for past favors, it is in anticipation of future favors.

MOVING NATIONAL PARK SERVICE TRAINING CENTER

Chairman HAYDEN. We will see how much favorable consideration you will get.

Last year Congress provided $301,000 to move the National Park Service Training Center from Yosemite National Park to Grand Canyon National Park. Would you please tell us the status of this move now?

Mr. WIRTH. The new buildings are expected to be under contract within a short time. We propose to hold our first session and move into the new area this fall. We have requests for certain operating funds in here to help meet the additional requirements. It should be out for bids very shortly. We fully expect to have it constructed so we can move the training center to Grand Canyon next fall. We are asking for additional operating funds for that purpose.

ACQUISITION OF STORER COLLEGE PROPERTY

Chairman HAYDEN. Also, what is the status of the acquisition of the Storer College properties at Harpers Ferry for which funds were provided in last year's bill?

Mr. WIRTH. The area has been appraised and negotiations are now underway. We received, I believe, $300,000 last year.

HISTORIC SITES SURVEY

Chairman HAYDEN. In connection with your historic sites survey, for which you asked $200,000 during the coming fiscal year, are the studies which are published available to the public? If so, where can they be secured and at what cost?

Mr. WIRTH. We have sent copies to the congressional committee. They have not been published for public distribution. We feel that the theme studies of our historic sites survey of 22 themes and several subthemes are valuable public documents. We do not have the funds to publish them for public distribution, although in this year's estimate we have requested some funds for publishing more of them for official purposes, but you know that story. We have broken down the whole history of the United States into themes, starting from prehistory, and into discovery, exploration, settlement, the Revolution, the western expansion, and the expansion of the various industries like the cattle industry, fur trade, and things like that. They are excellent reports; and we have received favorable comments about them. These studies are bulky. We cannot distribute them to the public.

AUDITING CONCESSIONAIRE ACTIVITIES

Chairman HAYDEN. I see. In the justification for the $270,000 estimate for auditing concessionaire activities, you state that a portion of the funds which were programed for 1962 for authorized audit positions were used to finance travel. How much of the funds were used, and how many authorized positions were not filled?

Mr. WIRTH. We would have to furnish it for the record. We must keep the auditors traveling because they can't stay in Washington and get the job done. They have to be out in the field where the work is in order to do the auditing. We feel our staff is sufficient if we can afford to keep them out where the work is.

Chairman HAYDEN. That may be placed in the record.

Mr. WIRTH. Yes, sir.

(The information referred to follows:)

FINANCING TRAVEL OF AUDIT STAFF

During the 1962 fiscal year, four positions in the Office of Audits have been left vacant for various periods of time in order to assure availability of funds required to keep the audit staff in a travel status. A total of about $7,000 that would otherwise have been used for salary and related expenses has thus been made available for travel.

WILDLIFE MANAGEMENT PERSONNEL

Chairman HAYDEN. I note that included within the proposed additional staffing are wildlife management personnel. To what extent does the Park Service cooperate with or call upon the Fish and Wildlife Service for help in this general field? Are you able to secure such help as you do need?

Mr. WIRTH. We have our own problem of protection of wildlife and of maintaining the wildlife in the parks. Some of the money requested in 1963 is to do further research. We use the Fish and Wildlife Service quite extensively. However, it has to be on sort of a repay basis because they get their money for certain specific purposes. We not only use them, but we also use many of the universities on a contractual basis. Our big problem, Senator, is that, with the increased travel to the areas and the elimination of the predators around and in the parks, we are getting a great increase in certain types of animals. We have to do research work and are seriously in need of additional wildlife management personnel.

We are trying to find out how to maintain the habitat and wildlife in our parks and we need additional funds. We would contract with the Fish and Wildlife Service and with universities, and do part of the work with our own people, but wherever there is outside help we want to use it.

ADDITIONAL PARK POLICE

Chairman HAYDEN. Last year you requested funds for 25 additional park police but only about one-third of the amount requested was approved. How many additional park police were you able to employ with the money made available?

Mr. JETT. We employed 10.

Mr. WIRTH. Ten out of the twenty-five for which funds were requested.

Mr. JETT. These were for the new section of the George Washington Memorial Parkway recently completed.

Mr. WIRTH. We are asking for 62 new positions this year, sir. That would still be below what the study indicates we should have. The study was made by an outside authority on police matters, not by ourselves.

Chairman HAYDEN. This year your budget asks for 62 additional police. Will you explain to the committee why the need for this number of police at one time?

Mr. WIRTH. We are running far behind, Senator. I would like to have Mr. Jett, who has charge of that phase of our work, answer that question for you, please.

Mr. JETT. Mr. Chairman, in 1957 we had a very distinguished police official from Detroit make a study of the U.S. Park Police, and he recommended over a period of years the expansion of this force. We have never been able to keep up at the rate he proposed and, even with the 62 additional requested this year, we will be short 72 officers which we feel are required to police this 35,000-acre park system.

EVENTS HELD IN DISTRICT OF COLUMBIA

We had, for example, 400 special events in the Washington park system last year. This means that we have to bring in our force on an overtime basis in order to take care of these events. These are events like the Cherry Blossom Festival, the Christmas Pageant of Peace, the President's Cup Regatta, and things of that kind, which means that we, in turn, have to give them compensatory time off, so that we have an insufficient number of police officers to adequately police the more than 700 units in the park system.

We, for example, are only able to have one-man cruisers, which means, if we have an accident, the officer has to get out, be out of the range of his communications. The single officer system is not used any more by up and coming police organizations. The District of Columbia, Maryland, and Virginia counties have two-man cruisers. We, as I said, got 10 additional positions last year. This is the first increase of any consequence we have had in a number of years, and gives us just enough men to have one officer on duty on the newly completed section of the George Washington Memorial Parkway, generally from Key Bridge to the CIA, on an around-the-clock basis. We would strongly urge that this be approved. We are already behind in what is recommended and this would bring us up to within 72 for this year of what we have been advised to have.

Mr. WIRTH. May I add, Mr. Chairman, that I don't think many people realize that the Metropolitan Police are limited to the confines of the District of Columbia and, consequently, any handling of special visitors to the Capital coming in from the airport, or Andrews Air Force Base, or the new Dulles Airport, is a responsibility placed on National Capital parks and its police force. Persons for whom protection is provided include the President as well as others.

Perhaps I shouldn't say this, but the situation we are in worries me greatly, and I know it does Mr. Jett and our police force, because we are spread too thin. We are supposed to provide protection, but we are not doing it. Let's face the facts. That is the situation we are in and we need help. We need it badly. If something real serious happens, I know that we will be criticized for it.

RELATIONSHIP OF PARK AND METROPOLITAN POLICE

Senator MCGEE. To what extent do the Park Police carry responsibilities in the regular policing of the District, trafficwise and that sort of thing? Are they integrated in that sense?

Mr. WIRTH. They are integrated on a cooperative basis. In other words, in the District the Metropolitan Police do come into the parks and we do go out and help them. For instance, when there are parades on Pennsylvania Avenue you see U.S. Park Police. In the inauguration, you saw our mounted police in the parade.

The relationships between our police and the Metropolitan Police are very, very good and between the Metropolitan Police and our police and the surrounding police forces there is very good cooperation, but except in cases of "hot pursuit," I guess, the District Police will not go outside the District.

Senator McGee. I was thinking less of any friction than what kind of load your police had to carry in addition to the National Capital parks. For example, in traffic peaks in the District do they help out?

Mr. Wirth. We have to carry the traffic load on our own roads, which includes the Mall roads and Independence Avenue, for instance, from 15th Street down to the Memorial Bridge. We have to carry the traffic load on the Virginia side. We have to carry the traffic load on 19 miles of the Washington-Baltimore Parkway. We have to carry the load on the Suitland Parkway. We have to carry the load on the George Washington Memorial Parkway down to Mount Vernon and up to the CIA buildings. It looks now that we are going to have to carry it all the way from there to the Dulles Airport.

Senator McGee. I think the record should show that your burdens are greater than you would normally associate with the Park Police, with the arrival of dignitaries at Andrews and some other special event?

Mr. Wirth. You are absolutely correct, Senator McGee. As Mr. Jett says, one man to a car, especially when they are on night duty, is not good. It is dangerous, not only from the standpoint of losing contact or communication, but also the buddy type of operation is very much better from the standpoint of protection of the officer himself as well as for carrying out his duties.

HOURS OF OVERTIME WORKED

Mr. Jett. May I add one brief statement for the record, and that is that our police worked 16,299 hours of overtime in the 1961 leave year for which they have not been given time off. They can have compensatory time if the circumstances warrant it, but we have not been able to do that.

Mr. Wirth. That is a donation on their part of their time to carry out their jobs. It is not a healthy condition, sir.

PARK AND RECREATION PROGRAM BUDGET

Chairman Hayden. In connection with your park and recreation program budget, what amount do you propose to expend to survey the proposed national parkway from the Blue Ridge Parkway into the State of Georgia, as authorized by Public Law 135 of this Congress?

Mr. Wirth. Congress authorized a study of the proposed extension of the Blue Ridge Parkway down toward Atlanta, Ga., and $35,000 is authorized by law to make that survey. The study will go forward as soon as we get the funds, sir.

Chairman Hayden. What are you doing by way of nationwide recreation planning, for which you have asked an increase of more than $305,000 during the coming fiscal year?

Mr. Wirth. Well, we are moving forward on several fronts. The planning or the study in cooperation with the States on a national

plan for park and recreation areas at all levels of government is a cooperative business. I might say that this item was put in before the Outdoor Recreation Resources Review Commission report was issued, and, of course, before the President's message concerning this particular problem. Of course, that will, I assume, require some clearance from Congress. In the meantime, these studies should go forward in accordance with the 1936 act, whether or not a new bureau is established. I would say these estimates would certainly be needed even if the funds were later transferred to another bureau. We have the responsibility now and we have to move forward at a faster rate than we have. It is essential that we get some additional help in this field.

Chairman HAYDEN. You heard Senator Bennett testify this morning with regard to the bill that he has introduced, S. 2880, which I will insert in the record.

(The bill referred to follows:)

[S. 2280, 87th Cong., 1st sess.]

A BILL To provide for an appropriation of a sum not to exceed $80,000 with which to make a survey of a proposed national parkway in Utah connecting the national parks and monuments in the southwestern part of Utah and the national monuments and recreation areas in the south-central and southeastern parts of Utah

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That a sum not exceeding $80,000 is hereby authorized to be appropriated out of the Treasury of the United States, to be used by the Department of the Interior through the National Park Service and by the Department of Commerce through the Bureau of Public Roads, with which to make a survey of the route of a proposed national parkway (including proposed scenic loop and radial roads) connecting the national parks and monuments in the southwestern part of Utah and the national monuments and recreation areas in the south-central and southeastern parts of Utah. An estimate of the cost of an appropriate national parkway, comparable with the Blue Ridge Parkway, over the route or routes surveyed, together with such other data as may be of value, shall be obtained through the said survey, hereby authorized, for the purpose of determining the feasibility and desirability of constructing the proposed national parkway, or any portions thereof. Final report of such survey, accompanied by full information and data, with recommendations, shall, at the earliest possible date, be made and submitted to the Congress of the United States for its consideration: *Provided*, That the survey of such portions of the proposed national parkway as may be located within the exterior boundaries of a national forest shall be made in cooperation with the Secretary of Agriculture, and the comments and recommendations of the Secretary of Agriculture with respect to such portions shall be set forth in the final report to be submitted to the Congress by the Secretary of the Interior: *Provided further*, That the survey shall be made in cooperation with the State Road Commission of the State of Utah and with the cooperation of the county commissions of the counties in the areas surveyed.

UTAH PARKWAY REQUEST

Mr. WIRTH. That is the parkway, yes.

Chairman HAYDEN. The proposed Southern Utah National Parkway. Does the amount which you request for the national park system plans include this survey?

Mr. WIRTH. No; it does not.

Chairman HAYDEN. How much could you economically use for this purpose?

Mr. WIRTH. I would like to check on that and make a recommendation or submit some material, Mr. Chairman.

Chairman HAYDEN. You may place it in the record.

Mr. WIRTH. All right. That is rugged country down in southern Utah, and while there is a lot of it that we could get through, I think I would like to make a little closer analysis of how much would be needed for that.

(The information referred to follows:)

AMOUNT THAT COULD BE USED ECONOMICALLY IN 1963 IN CARRYING OUT THE SURVEY CONTEMPLATED IN S. 2280

The feasibility study contemplated in S. 2280 could be completed in 1 fiscal year. Accordingly, the National Park Service could economically use the full amount of $80,000 which the survey is estimated to cost in the 1963 fiscal year. The Service feels, however, that such a study should include not only southern Utah but the general Colorado River region in adjoining States where outstanding scenic parkway possibilities exist. This would include the area covered by S. 2280 and areas in southeastern Nevada, western Colorado, northwestern New Mexico, and northern Arizona. Such an overall study would require 2 years and would cost about $160,000.

OTHER PARK STUDIES AND ADJUSTMENTS

Mr. WIRTH. The national park system planning program includes carrying out our continuing studies as to what areas should be in the national park system and the adjustment of boundary lines. That is going on at the present time extensively. We have made quite a few studies with donated funds. Some of those are running out and we need additional funds. These studies are absolutely essential if we are going to come out within the next few years with a complete picture to Congress of what the national park system should be.

MAINTENANCE AND REHABILITATION OF PHYSICAL FACILITIES

Chairman HAYDEN. I see. The budget estimate for maintenance and rehabilitation of physical facilities, in the amount of $20 million, will be placed in the record. This is $2,131,000 more than was available to you in fiscal year 1962. The greatest portion of this increase, $1,310,000, is for buildings, utilities, and other facilities. Would you please comment upon the need for these additional funds?

(The information referred to follows:)

Broad purpose and long-range objective of program

The maintenance and rehabilitation of physical facilities program is directed toward keeping, as nearly as possible, all park physical facilities—roads, trails, buildings, utilities, etc., in their original condition, as constructed or as subsequently improved, and providing sanitation, utility, grounds maintenance and other services required by the visiting public.

A primary objective of Mission 66 is to be in a position to accomplish satisfactorily the foregoing when adequate facilities of all types have been provided and the visitor use reaches an estimated 89 million in 1966, the last year of the 10-year period.

Accomplishments during the past year

One measure of accomplishment during 1961 was the maintenance and operation of facilities which were utilized by 78 million visitors with only a few complaints of a general nature. Some of the specific 1961 accomplishments were:

1. Maintenance and operation of new and reconstructed facilities completed during the first 5 years of Mission 66, representing a construction investment of about $180 million.

2. Back country cleanup at Sequoia, good progress on long-range program for resealing roads in region 3, the repair of damage caused by storms and other acts of God in several parks, and collection and disposal of debris from the shores of Lake Roosevelt at Coulee Dam.

Objectives and program for budget year

Objectives for the budget year are to keep this segment of the Mission 66 program on schedule to the fullest extent possible.

The program for 1963 contemplates a continuation of the rise in the visitor use and increased maintenance and operating requirements due to the completion of new facilities or reconstructed facilities by the beginning of the budget year.

Increases requested totaling $2,131,000 are for:

1. New areas for which funds have not been provided	$160,000
2. Wage rate increases	367,000
3. Maintenance and operation of newly constructed facilities	1,164,300
4. More adequate maintenance and operation of facilities existing at commencement of Mission 66	439,700
Total	2,131,000

Maintenance and rehabilitation of physical facilities

Appropriation 1961	$15,000,000
Supplemental appropriation 1961	800,000
Total appropriation 1961	15,800,000
Appropriation 1962	17,869,000

SUMMARY OF INCREASES, 1963

New parks for which funds are not now provided	160,000
Wage rate increases already in effect	367,000
Maintenance and operation of new and reconstructed Mission 66 facilities	1,164,300
More adequate maintenance and operation of roads, trails, buildings, utilities, and other facilities existing at commencement of Mission 66	439,700
Net change, 1963	2,131,000
Budget estimate, 1963	20,000,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
1. Roads and trails	$6,694,165	$7,298,000	$8,119,000	$821,000
2. Buildings, utilities, and other facilities	9,042,720	10,571,000	11,881,000	1,310,000
Unobligated balance no longer available	63,115			
Total	15,800,000	17,869,000	20,000,000	2,131,000

1. Roads and trails

The estimate of $8,119,000 is an increase of $821,000. The increase consists of $35,000 for two new parks for which roads and trails maintenance funds are not now provided; $142,000 for wage rate increases already in effect; $464,300 for maintaining additional or reconstructed Mission 66 roads and trails; $179,700 to provide for more adequate maintenance of roads and trails existing at commencement of Mission 66, including provision for increased visitor use workload.

2. Buildings, utilities, and other facilities

The estimate of $11,881,000 is an increase of $1,310,000. The increase consists of $125,000 for three new parks for which funds are not now provided; $225,000 for wage rate increases already in effect; $700,000 for maintenance and operation

of new Mission 66 facilities; and $260,000 to provide for more adequate maintenance and operation of old facilities existing at commencement of Mission 66, including provision for increased visitor use workload.

Need for increase.—Fund requirements for maintenance and operation of physical facilities in the parks are governed principally by the size, number, and complexity of physical plants (roads, trails, buildings, utilities, campgrounds, sanitation systems, etc.), the number of visitors accommodated, and cost levels obtaining when the work is accomplished. Large-scale construction and reconstruction programs have been underway since 1957 and are planned through the budget year, resulting in the addition of many new and improved facilities. In addition, the maintenance and operation of such facilities in new parks are commenced from year to year, all of which require additional funds. The continued heavy park visitation exerts additional burden on maintenance and operating funds, and maintenance cost levels have increased steadily since and even before the start of Mission 66.

The increases requested are needed not only to meet increased requirements currently accruing but to meet annual requirements now existing that cannot be financed adequately within present resources. All of the increases requested, except the small amounts for new parks ($35,000 under "Roads and trails" and $125,000 under "Buildings, utilities, and other facilities"), are for going programs. Justification for each of the increases summarized in the foregoing follows:

New parks for which funds are not now provided

	Roads and trails	Buildings, utilities, etc.
Fort Davis National Historic Site, Texas	$14,300	$21,600
Fort Smith National Historic Site, Arkansas		15,500
Cape Cod National Seashore, Massachusetts	20,700	87,900
Total	35,000	125,000

Information concerning each of the foregoing newly authorized parks is furnished in the "Management and protection" justification. The amounts requested under this appropriation will be required to operate and maintain the physical facilities in the new parks during the estimate years.

Wage rate increases

Roads and trails	$142,000
Buildings, utilities, and other facilities	225,000

The funds requested under this item are to cover wage rate increases in effect as of September 15, 1961, and do not take into consideration such increases that may become effective during the balance of 1962 or during 1963. It is essential that the increase be granted in order that the maintenance and operating program level heretofore provided for will not have to be lowered due to the increased personal services costs. Increases included for National Capital Parks under this item are $8,715 for roads and trails, and $47,933 for buildings, utilities, and other facilities.

Maintenance and operation of new and reconstructed Mission 66 facilities

Roads and trails	$464,300
Buildings, utilities, and other facilities	700,000

This estimate covers fund requirements for the seventh year of Mission 66. During the period that the program has been in progress, tremendous strides have been made in completing and placing into operation new and reconstructed roads, trails, buildings, utilities, campgrounds, and many other types of facilities. The completion and placing into operation of these new facilities increases the maintenance and operating workload and fund requirements in the parks.

This item has been justified in the estimates for previous fiscal years since the beginning of Mission 66 and additional funds have been provided each year for the purpose. The increase requested in this estimate represents additional needs in 1963 to meet the cost of maintaining and operating new Mission 66 facilities that have been and will be placed into operation before the end of that year over and above the increases provided for the purpose in prior-year appropriations.

Experience of all agencies points up the fact that for the first 3 or 4 years after a road has been constructed or reconstructed, maintenance costs for drainage and shoulder and slope stabilization work are particularly high. Reconstructed roads are built to a higher standard with lesser grades, wider roadway, shoulders, ditches, and flatter slopes to safely handle increased visitor use. Accordingly, for reconstructed roads maintenance costs are higher than for the old roads due to need for more frequent mowing, roadside cleanup and the increased surface to be maintained on the improved road.

The maintenance and operation of new buildings, such as visitor centers, administration buildings, utility buildings, comfort stations, entrance stations, et cetera; new and improved campgrounds, new and improved utility systems; and other varied types of facilities provided in the parks under the Mission 66 construction program bring about heavy increases in annual fund requirements. While some of these new facilities replace old ones for which maintenance funds have previously been provided, most of them represent plant expansion, the maintenance and operation of which can be accomplished only through the provision of appropriation increases, or on a substandard basis through lowering the standard of maintenance of other facilities.

Many facets of the workload comprising the maintenance and operation of buildings, utilities, and other facilities are obvious and immediately recognized. However, it might not be fully understood that the placing into operation of a new campground requires, in addition to funds for maintaining guard rails, fireplaces, picnic tables, et cetera, substantial amounts for sanitation and other cleanup service, including the replacement of garbage and trash containers as they become unserviceable. Also, in placing a new comfort station in operation, in addition to requirements for painting, plumbing repairs, structural repair, et cetera, the much more costly sanitation service must be performed several times daily while the facility is receiving heavy visitor use. Many other similar operating costs, in addition to the more obvious maintenance ones which have a bearing on the Service's maintenance and operating fund requirements, could be cited.

The increases requested in this estimate must be provided if the new facilities are to be operated and maintained at standards that will protect the Government investment and adequately serve the visiting public during the estimate year. The increase requested under this heading will enable the Service to maintain the new facilities substantially at standards that will preclude costly restoration and rehabilitation requirements in later years. Increases included for National Capital Parks under this item are $88,400 for roads and trails, and $147,000 for buildings, utilities, and other facilities.

To provide for more adequate maintenance and operation of roads, trails, buildings, utilities, and other facilities existing at commencement of Mission 66

Roads and trails	$179,700
Buildings, utilities, and other facilities	260,000

Since the beginning of Mission 66, the two major purposes for which increases have been requested in the "Maintenance and rehabilitation" appropriation have been: (1) for operating new Mission 66 facilities; and (2) for more adequate maintenance of facilities existing at the commencement of Mission 66, including additional requirements incident to increase in visitor use of those faclities. The Service has had to consider the two items as companion ones in its budget requests inasmuch as, in many instances, it has been necessary to apply amounts appropriated for operating facilities existing upon commencement of Mission 66 to meet the cost of maintaining and operating new facilities, thus creating a greater need for the latter purpose. The latter requirement has been further boosted by the increased visitor use to which the various facilities have been subjected. While substantial headway has been made through appropriation increases in providing for more adequate maintenance of facilities existing when Mission 66 was commenced, the standard of maintenance as contemplated in the Mission 66 program has not as yet been attained. Also, as long as the visitor use workload continues to increase, it will be necessary to request additional funds for this purpose. The increases requested in this estimate will make possible continued progress in overcoming deficiencies in this phase of the maintenance and operation of physical facilities program.

Aside from the increased visitor use of the parks during previously recognized travel seasons, use patterns are changing and extending to the degree that in

some heretofore seasonal parks public use is steadily approaching a year-round basis. New public use areas and improvements of roads tend to spread public use within the parks. Water use and back-country use are steadily increasing. The percentage ratio of the total number of park visitors who use campgrounds has increased tremendously. All of these factors bring about progressively increasing maintenance and operation fund requirements.

Increases included for National Capital parks under this item are $16,907 for roads and trails, and $55,697 for buildings, utilities, and other facilities.

Plan of work.—The roads and trails program provides for maintenance and operation of primary and secondary roads, parkways, airport landing strips, and trails in such a manner as to prevent deterioration in the maintenance of existing mileage, and to provide adequately for new and reconstructed mileage. Maintenance plans and estimates are prepared by engineers based upon field inspections of existing conditions. The proposed increases will be allocated for the purpose mentioned above under the "Need for increase." Practically all of the functions under the roads and trails maintenance programs are performed by technical, skilled, and unskilled employees of the Service assigned to these activities.

The buildings, utilities, and other facilities program provides for the maintenance, preservation, and operation of all physical facilities in the parks other than roads and trails. These facilities include buildings, structures, utilities, campsites, campgrounds, picnic facilities, prehistoric ruins, memorials, historic structures, scientific and historical, archeological artifacts, improved grounds, et cetera. As construction projects are completed, many diverse facilities must be maintained and operated to either directly or indirectly serve the visiting public. Many of the tasks required to be performed are routine housekeeping functions, such as cleaning and picking up litter, but there are also facilities which involve highly technical work, such as the operation of water, sewer, and sanitation systems, audiovisual installations, and the preservation of priceless historic structures, paintings, and furnishings.

The major portion of the buildings, utilities, and other facilities maintenance and operating functions are carried out by employees of the Service assigned specifically to those tasks.

Itemization of estimate—Maintenance and rehabilitation of physical facilities, National Park Service

	Actual, 1961	Available, 1962	Estimate, 1963	Increase
Program and financing:				
Total obligations	$15,736,885	$17,869,000	$20,000,000	$2,131,000
Unobligated balance	63,115			
Appropriation	15,800,000	17,869,000	20,000,000	2,131,000
Obligations by objects:				
11 Personnel compensation	9,991,063	11,410,000	12,976,000	1,566,000
12 Personnel benefits	627,226	712,000	824,000	112,000
21 Travel and transportation of persons	136,104	145,000	152,000	7,000
22 Transportation of things	95,707	100,000	108,000	8,000
23 Rents, communications, and utilities	626,094	675,000	702,000	27,000
24 Printing and reproduction	8,669	10,000	11,000	1,000
25 Other services	861,898	970,000	1,015,000	45,000
26 Supplies and materials	2,064,028	2,382,000	2,612,000	230,000
31 Equipment	1,312,184	1,465,000	1,600,000	135,000
32 Lands and structures	5,133			
42 Insurance claims and indemnities	8,779			
Total obligations	15,736,885	17,869,000	20,000,000	2,131,000

AMOUNT REQUESTED

Mr. WIRTH. As new facilities are developed and put into use and, believe me, they are being used—we need the maintenance funds for these buildings and utilities. It is a wise expenditure for the protection of the buildings and to keep them serviceable. These requests are based on past experience on similar operations. With the new

facilities coming into use throughout the national park system an increase of $700,000, is needed for maintaining and operating them.

WAGE BOARD RATE INCREASES

You will also note that of that increase of $1,310,000 there is $225,000 for a wage rate increases which are already in effect.

Chairman HAYDEN. That is the wage board?

Mr. WIRTH. That is the wage board increase throughout the country.

Chairman HAYDEN. You had a supplemental on that this year?

Mr. WIRTH. There is one pending. The pending one is for 1962; this is for 1963, but these increases are in effect now.

The 1962 supplemental covers the ones that have been put in effect since the 1962 budget was prepared.

NATIONAL PARK SERVICE—CONSTRUCTION

Chairman HAYDEN. The budget estimate for construction, acquisition of lands and water rights, and maintenance and protection of the Executive Mansion and grounds will be placed in the record. For these purposes an estimate of $44 million has been submitted. This is $3,385,740 more than the amount available in 1962.

(The information referred to follows:)

Broad purpose and long-range objective of program

This program provides for the construction of buildings, utilities, and other facilities in the parks and improvements for the Executive Mansion and Grounds; the acquisition of privately owned lands within the parks; and the acquisition of water rights to serve the parks. The objective of the program is to equip adequately the areas administered with structures and facilities needed for the safety and enjoyment of park visitors and for efficient administration, maintenance, and conservation; to acquire all lands within the areas that are needed to carry out the purposes for which the areas were established; and to acquire and establish such water rights as are needed to meet visitor and park operating requirements. An objective of Mission 66 is to prosecute these programs on the basis of providing adequate structures, facilities, lands and water rights for the proper administration, maintenance, and conservation of the parks and to meet the needs of more than 89 million visitors by 1966, the last year of the 10-year period.

Accomplishments during the past year

During 1961 nearly $18,500,000 was obligated for the construction of camping and picnicking facilities, public service and administrative units, utilities, employee housing, and miscellaneous items. Among accomplishments during 1961 were the completion of 6 new visitor centers with 16 others under construction at the close of the year; the provision of 3,044 new campsites and rehabilitation or improvement of 882 existing campsites; the provision of 101 additional comfort stations; the completion of 84 utility systems; the completion of 102 housing units for permanent and seasonal employees; and the completion of 2 new campfire circles or amphitheaters.

In addition, about $2,211,000 of appropriated and $27,000 of donated funds were obligated for the acquisition of lands and water rights. Some 6,000 acres of inholdings were acquired by purchase, donation, and exchange (exclusive of boundary adjustments) for addition to 33 areas of the national park system. Water rights acquisition functions were carried on in 75 parks with major activities in 10. Accomplishments included purchase of 1 well site and related access, drilling and testing numerous wells, installation and operation of about 50

water and tidal measuring gages, and extensive surveys and analyses of water resources and water use in several parks.

Objectives and program for budget year

The 1963 budget provides for constructing facilities for park purposes and visitor use which are of the highest priority throughout the Service, including Executive Mansion and Grounds improvements; an expanded land acquisition program, including acquisitions for newly authorized areas and lands within recently authorized extended boundaries of existing areas, giving first priority to parcels that stand in the way of developments and those on which private developments are contemplated which would be adverse to public use and enjoyment of the parks; and the acquisition and establishment of water rights at a substantially higher level than in 1962.

The program for the budget year contemplates obligating $31,153,000 for the construction of 613 projects affecting 123 parks located in 34 States, plus the territories and the District of Columbia; $12,135,000 for land acquisition; $365,000 for acquisition of water rights; and $347,000 for improvements at the Executive Mansion and Grounds.

Construction

Appropriation 1962		$34,476,000
Supplemental appropriation 1962		2,250,000
Total appropriation 1962		36,726,000
Unobligated balance from prior years		3,888,260
Total available for obligation		40,614,260
Decreases:		
Buildings, utilities, and other facilities	$30,560,379	
Acquisition of lands and water rights	9,058,844	
Parkways	3,974	
Roads and trails	991,063	
		40,614,260
Subtotal		
Increases:		
Buildings, utilities, and other facilities		31,153,000
Acquisition of lands and water rights		12,500,000
Executive Mansion and grounds		347,000
Total available for obligation		44,000,000
Budget estimate, 1963		44,000,000

Analysis by activities

Activity	Amount available, 1962	Estimate, 1963	Total available, 1963 compared to total available, 1962
1. Buildings, utilities, and other facilities	$30,560,379	$31,153,000	+$592,621
2. Acquisition of lands and water rights	9,058,844	12,500,000	+3,441,156
3. Parkways	3,974		−3,974
4. Roads and trails	991,063		−991,063
5. Executive Mansion and Grounds		347,000	+347,000
Total	40,614,260	44,000,000	+3,385,740

1. Buildings, utilities, and other facilities

The estimate of $31,153,000 is an increase of $2,257,000 over the $28,896,000 appropriated for 1962 and an increase of $592,621 compared to the amount available for 1962 due to carryover balances. The increase includes $825,000 for projects in new parks and for other new work authorized by the 87th Congress and $30,328,000 for carrying out previously authorized projects.

Need for funds.—1963 will be the seventh year of the Service's 10-year Mission 66 program. Execution of the program provided for in the estimate will be another step forward in achieving the objective of completing sufficient developments to accommodate visitors to the parks as contemplated in Mission 66. The estimate again provides for important developments in areas commemorating the historic events of the Civil War in preparation for the centennial observances; for continuing to completion, work on the Jefferson National Expansion Memorial National Historic Site, St. Louis, Mo.; and for continuing work on the Independence National Historical Park, Pa.; and New York City areas. It also includes funds for initial developments at five new parks; for two airports, one at West Yellowstone, Mont., and the other at Tusayan (near Grand Canyon National Park) Ariz.; for limited improvements at one national historic site not in Federal ownership; and for the construction of a memorial to Theodore Roosevelt in the National Capital. The numbers of visitors to the parks are continuing at a very high level, with increases expected each succeeding year of the foreseeable future. Accommodations and services for these people are a prerequisite to preserving the parks for future generations. The types of facilities proposed for construction within the amount of the estimate for this activity are as follows:

Camping and picnicking facilities	$3,200,000
Public service and administrative units	15,152,000
Utilities	5,028,000
Employee housing	3,950,000
Miscellaneous	3,823,000
Total	31,153,000

By the end of 1962, the Service will have increased the number of camping spaces to 20,500 or 8,500 more than those it had at the beginning of Mission 66. The Mission 66 goal is 30,000 camping spaces, but if the campground use trend continues to increase, this goal must be increased. The amount of $3,200,000 programed for camping and picnicking facilities under this activity includes such items as site development; water, sewer, and power systems; tables; fireplaces; garbage receptacles; comfort stations; and shelters.

The $15,152,000 programed for public service and administrative units will provide facilities which give direct service to the visitor and all units essential to proper administration, such as visitor centers, museums, wayside exhibits, contact stations, comfort stations (except those located in campgrounds), administration buildings, entrance stations, fire lookouts, utility buildings, and observation stations, among other things. Construction of these facilities will increase efficiency in park operations by replacing, enlarging or modernizing facilities constructed 20 or more years ago, when visitors numbered only a quarter of what they do today, and by providing new facilities in parks in which there have been no developments.

The $5,028,000 scheduled for utilities is to serve the above-mentioned public service and administrative units, and will provide the necessary services for new concessioner developments or expansions. Utilities are programed only for those parks where commercial facilities are not available or economically feasible.

The $3,950,000 included for employee housing provides for continuance of the program for providing satisfactory living quarters for park personnel. The title "employee housing" refers to facilities for housing permanent and seasonal employees, such as detached residences, duplex residences, apartments, motel-type multiple quarters, dormitories, and bunkhouses.

The miscellaneous item of $3,823,000 includes items such as entrance motifs, fences, docks, signs, seats, memorials, and grading, seeding, and planting, for public service and administrative units. Fencing is necessary for utility areas to protect Government equipment, and boundary fencing in some of the western parks is necessary to eliminate livestock trespass and prevent overgrazing

This estimate, and the one for roads and trails under the appropriation title "Construction (liquidation of contract authorization)" include funds for newly authorized parks as follows:

	Roads and trails	Buildings, utilities, etc.	Total
1. Cape Cod National Seashore, Mass.	$70,000	$340,000	$410,000
2. Fort Davis National Historic Site, Tex.	1,500	250,000	251,500
3. Fort Smith National Historic Site, Ark.		100,000	100,000
4. Wilson's Creek Battlefield National Park, Mo.	20,000	100,000	120,000
5. Buck Island Reef National Monument, V.I.		35,000	35,000
Total	91,500	825,000	916,500

Information concerning the first three of the foregoing newly authorized parks is furnished in the "Management and protection" justification. Details of individual projects proposed for construction in each of these new parks during the 1963 fiscal year are shown in the program schedules. However, they are summarized here for convenience in review, including certain other information concerning the last two.

At Cape Cod National Seashore, it is proposed to demolish undesirable structures and restore grounds at Camp Wellfleet (a former Army base); and to construct a bathhouse, including water, sewer, and power facilities. It is estimated that $340,000 will be required for this purpose, in addition to $70,000 which will be required under the roads and trails construction activity primarily for reconstructing portions of existing roads, trails, walks, paths, and parking areas.

At Fort Davis National Historic Site it is proposed to construct facilities estimated to require $251,500, including $40,000 for rehabilitation and stabilization historic structure; $85,000 for a visitor center; and 125,000 for utilities, and three employee residences.

At Fort Smith National Historic Site, it is proposed to expend $100,000 for repairing and stabilizing existing historic structures, obliterating nonhistoric structures and site improvements, visa clearings, and ground improvements.

Wilson's Creek Battlefield National Park, Mo., was authorized for establishment by Public Law 86–434, approved April 22, 1960. The legislation provides for acquisition by gift, purchase, condemnation, or otherwise, of the lands (with improvements thereon) comprising the Wilson's Creek Battlefield Site, near Springfield, Mo., and any other lands adjacent to such site which are necessary or desirable to carry out the purposes of the authorizing act. The park boundaries have been determined and will encompass a total land area of 1,730 acres, of which approximately 37 acres comprise the memorial site being donated to the United States for park purposes. It is anticipated that the bulk of the remaining acreage will be acquired by the State of Missouri and donated to the United States for inclusion in the park. Operating funds for the area were provided in the 1962 appropriation. The amount of $100,000 is included in this estimate for constructing two employee residences, a utility building, pumphouse, utilities, signs, and markers. In addition, $20,000 is included for constructing an entrance and service roads, under another appropriate estimate.

Buck Island National Monument in Virgin Islands, lying 1½ miles off the northeast coast of St. Croix Island, and 5 miles east of Christiansted, was established by proclamation on December 28, 1961. The monument contains 850 acres of land and waters. The surrounding coral reefs and undersea formations constitute some of the outstanding marine gardens in the entire Caribbean region. The 1963 estimate of $35,000 will provide living quarters for an employee to be stationed on the island, utilities including water and sewage disposal facilities, and grounds improvements.

Other projects of special interest are discussed briefly, as follows:

New York City areas (Federal Hall National Memorial, Castle Clinton, and Statute of Liberty National Monuments): The New York City National Shrines Advisory Board appointed by the Secretary, as authorized by the act of August 11, 1955 (69 Stat. 632), as amended, reported to Congress in September 1957,

outlining a development and rehabilitation program for these historic shrines. The Secretary of the Interior may accept donations of funds for rehabilitating, preserving, and developing the historic properties, including any donations made upon condition that amounts equal to the donated funds are appropriated for such purposes. The Board, the Federal Hall Memorial Associates, Inc., and the Committee of the American Museum of Immigration are extremely interested in assisting the Service in completing the physical development for these parks in time for the New York World's Fair in 1964. The 1962 fiscal year appropriation provided $1 million to commence the program. The estimate includes $1,141,800 to continue the work in 1963.

Independence National Historical Park, Pa.: The act of August 27, 1958 (Public Law 85-764), authorized the appropriation of $7,250,000 for developing Independence National Historical Park, Philadelphia, Pa. The amounts of $871,100, $900,000, and $1,260,000 were provided for the 1960, 1961, and 1962 fiscal years, respectively, and the amount of $2 million is included in the 1963 budget estimate to finance the maximum amount of work possible for completion by June 30, 1963.

Jefferson National Expansion Memorial, Mo.: Current authorizations for the appropriation of Federal funds for developing Jefferson National Expansion Memorial, St. Louis, Mo., in accordance with plans approved by the U.S. Territorial Expansion Memorial Commission and the Department of the Interior total $17,250,000. Based on a $1 to $3 ratio provision of the authorizing legislation, non-Federal funds in the total amount of $5,750,000 must be contributed from non-Federal sources, making a total authorized program of $23 million. The non-Federal matching funds have either been contributed or are assured in the full amount of $5,750,000. Through the 1962 fiscal year $16,740,000 of Federal funds have been appropriated. The $510,000 included in the 1963 budget estimates will provide the balance of Federal funds authorized for this project.

Observation of centennial dates in Civil War areas: The program for accomplishing developments in the areas of Civil War significance is being kept on schedule, despite pressing demands for funds in other parks. Barring unforeseen contingencies, this noteworthy objective will become a reality.

Airports, Tusayan (near Grade Canyon National Park), Ariz.: and West Yellowstone, Mont.: The act of March 18, 1950 (Public Law 463, 81st Cong.) authorized the Secretary to participate in construction of airports under the Federal Airport Act of May 13, 1946 (60 Stat. 171), in, or in close proximity to the national parks, monuments, and recreation areas administered by the National Park Service. The act authorized an appropriation not to exceed $2 million for this purpose. The budget estimates include funds for two such projects, in the amounts shown:

Airport	Total estimate	Federal Aviation Authority contribution	National Park Service share
Tusayan, Ariz. (near Grand Canyon National Park)	$2,200,000	$1,320,000	$880,000
West Yellowstone, Mont	1,383,000	648,000	735,000
Total	3,583,000	1,968,000	1,615,000

(*a*) Broken down by National Park Service appropriations, as follows:

Appropriation and activity title	Tusayan, Ariz.	West Yellowstone, Mont.	Total
Construction, National Park Service: Buildings, utilities, etc.	$160,000	$165,000	$325,000
Construction (liquidation of contract authorization): Roads and trails	720,000	570,000	1,290,000
Total	880,000	735,000	1,615,000

The Arizona Aviation Authority has indicated willingness to jointly sponsor the Tusayan Airport project. Upon completion of the project, it is proposed that title to the federally owned or controlled lands, together with improvements, be vested in the Arizona Aviation Authority under section 16 of the act of May 13, 1946, as amended (60 Stat. 171), thus relieving the Federal Government of further expense of maintenance and operation of the airport. Similarly, the Montana State Aeronautics Commission has agreed to maintain and operate the proposed West Yellowstone Airport.

Dorchester Heights comprising an area of 5.43 acres in non-Federal ownership, was designated as a national historic site on April 27, 1951, and is administered by the Department of Parks, Boston, Mass., under terms of a cooperative agreement. The site memorializes the actions of the American Colonies in forcing the evacuation of Boston by the British in March 1776. The accomplishment was a major boost to the morale of the Thirteen Colonies at a most critical stage in the Revolution. The summit of Dorchester Heights is surmounted by a 115-foot tower and steeple structure which was dedicated on March 17, 1902. An excerpt from the report of the Boston National Historic Sites Commission to the Congress of the United States on June 16, 1960, follows:

"Provision of adequate corrective measures for Dorchester Heights may well call for a larger measure of active participation by the Federal Government. The assistance provided from time to time by the National Park Service has been satisfactory insofar as it has been possible under the existing cooperative agreement. Both the impressive model monument and the sloping area around it, however, remain as fundamental problems in rehabilitation that has been too long postponed."

Only in unusual situations does this Service request the appropriation of Federal funds for major improvements to historic sites in non-Federal ownership. The proposed expenditure of funds for improvement of the Dorchester Heights appears to be warranted, and would involve the planting and improvement of grounds and general rehabilitation of the monument structure. All of the work contemplated with the $50,800 included in this estimate would be conditioned entirely upon the assurances of local authorities that once the improvements had been made, the area would be maintained and protected in keeping with its historical importance.

The Theodore Roosevelt Memorial, estimated to require $1,400,000, is to be located on the Theodore Roosevelt Island in the Potomac River, immediately north of the Arlington Memorial bridge. The memorial was authorized by Public Law 86-764, approved September 13, 1960. The memorial design has been approved by the children of Theodore Roosevelt, the Commission of Fine Arts, and the National Capital Planning Commission. As of January 1, only the formal approval of the Theodore Roosevelt Association was still needed to comply with requirements of the authorizing legislation. This approval is expected momentarily.

Plan of work.—The program contemplates continuing with construction of physical facilities in the parks to meet current administrative and visitor needs and to provide for handling about 89 million visitors by 1966.

For the most part, the plans, estimates, and supervision for the construction work are carried out by professional employees of the Service, although in individual cases it is desirable and possible to procure the services by contract with outside professional firms. The major portion of the construction will be performed under contract with some minor projects being accomplished with day-labor forces employed by the Service.

Listing of projects amounting to $100,000 and over in the 1963 fiscal year buildings and utilities program

REGION 1

Appomattox Court House NHP (Viriginia): Reconstruct courthouse building, vilage area	$172,500
Cape Hatteras NSRA (North Carolina): Park general, Beach erosion control and stabilization	400,000
Fredericksburg and Spotsylvania NMP (Virginia): Chancellorsville, construct maintenance and storage buildings, including equipment and furniture	117,100
Kennesaw Mountain NBP (Georgia): Construct vistitor center, including exhibits, audiovisual installation, furniture, and furnishings	212,400
Petersburg NMP (Virginia): Battery 5 area; construct visitor center, including exhibits, audiovisual installation, furniture, and furnishings	195,100
Vicksburg NMP (Mississippi): Construct visitor center, including exhibits, audiovisual installation, furnture, and furnishings	200,000
Virgin Islands NP (Virgin Islands): Cruz Bay development, construct visitor center, including exhibits, audiovisual installation, furniture, and furnishings	208,300

REGION 2

Colorado NM (Colorado): Saddlehorn area, visitor center, including exhibits and audiovisual	214,000
Dinosaur NM (Colorado):	
Artesia headquarters:	
Construct water system	168,200
Employee residences (8)	160,000
Maintenance and storage building	200,000
Fort Laramie NHS (Wyoming): Fort area, rehabilitation of historic structures, Bldg. No. 1, Old Bedlam (complete)	100,000
Glacier NP (Montana):	
Logan Pass, information center, including exhibits	175,000
Fish Creek campground, reconstruct water and sewer	118,800
Grand Teton NP (Wyoming): Moose headquarters, employee housing (permanent), 8-unit apartment or 7 duplex units	147,600
Jefferson National Expansion Memorial NHS (Missouri): Completion, walls, arch, site work, etc	510,000
Rocky Mountain NP (Colorado):	
Fall River Pass:	
Construct water and sewer systems	117,600
Construct alpine visitor center	150,000
Grand Lake entrance: Utility system	125,300
West Yellowstone Airport, West Yellowstone (Montana): Terminal building, utilities, landscaping, etc	165,000
Yellowstone NP (Wyoming):	
Mammoth:	
Employee residences (5)	100,000
Clinic building, including equipment and heated ambulance storage	152,200
Lake: Water reservoir No. 2	240,000
Bridge Bay: Boat docks and related facilities	176,000
Norris campground (100 sites): Construct utilities	150,000

REGION 3

Canyon de Chelly NM (Arizona): Visitor center and exhibits ($30,000), interpretive and museum equipment, lobby and office furniture and furnishings, grounds improvement, and related facilities	147,600
Grand Canyon NP (Arizona):	
South Rim:	
Utility buildings	340,600
Locate and repair leaking waterlines to complete loop in zone 2	116,500

Listing of projects amounting to $100,000 and over in the 1963 fiscal year buildings and utilities program—Continued

REGION 3—continued

Mesa Verde NP (Colorado):	
Water supply rehabilitation	250,000
Archeological surveys, excavations, and ruins stabilization, Wetherill Mesa	169,000
Navajo NM (Arizona):	
Visitor center, including exhibits ($30,000), interpretive and museum equipment, lobby and office furniture and furnishings, grounds improvement, and related facilities	133,000
Utility systems, water, sewer, power, and gas	117,000
Organ Pipe Cactus NM (Arizona):	
Utility building, including walls, fences, etc	141,800
Employee residences (5)	100,000
Tusayan Airport (Near Grand Canyon NP, Arizona): Terminal building, landscaping, utilities, etc	160,000
Walnut Canyon NM (Arizona): Visitor center, including exhibits ($20,000), interpretive and museum equipment, lobby and office furniture, grounds improvement, and related facilities	115,300
Wupatki NM (Arizona): Visitor center, including exhibits and cases ($35,000), interpretive and museum equipment, lobby and office furnishings and furniture, grounds improvement, and related facilities	115,000

REGION 4

Crater Lake NP (Oregon):	
Headquarters:	
Employee residences (12 units)	240,000
Utility and shop storage	100,000
Equipment storage	100,000
Rim area: Acquisition of lodge and conversion to visitor center	129,300
Joshua Tree NM (California): Oasis headquarters, visitor center	126,200
Lassen Volcanic NP (California): Southwest development area utilities	112,400
Mount McKinley NP (Alaska): Rehabilitate hotel water system	124,000
Mount Rainier NP (Washington):	
Ohanapecosh:	
Equipment storage, shop, gasoline and oil building	115,300
Southeast information center and exhibits	153,000
Sequoia and Kings Canyon NP's (California):	
Ash Mountain:	
Administration building	349,800
Warehouse building	225,000
Grant Grove:	
Visitor center	209,900
Residences (6)	120,000
Multiple-use building	222,200
Yosemite NP (California):	
El Portal: Reconstruct water system, existing community	120,000
Crane Flat: Water, power, and sewer systems	200,000

REGION 5

Acadia NP (Maine): Hardin farm site residential area, east side employee housing (2), seasonal multiple units (8)	101,600
Cape Cod NS (Massachusetts):	
Demolition of undesirable structures, Camp Wellfleet	180,000
Bathhouse, including utilities	130,000
Edison Laboratory NM (New Jersey):	
Laboratory group: Install central heating system	224,000
Glenmont group: Structural repair, rehabilitation and exterior, and interior painting of Edison home	147,100
Federal Hall NMEM (New York): Rehabilitation of exterior; painting interior; elevator installation; museum exhibits, flagpole, etc	400,000

Listing of projects amounting to $100,000 and over in the 1963 fiscal year buildings and utilities program—Continued

REGION 5—continued

Harpers Ferry NM (West Virginia):	
Rehabilitation and restoration of historic structures	100,000
Alterations and rehabilitation of Storer College, structures and grounds (portion), including historical, archeological, and architectural research	240,000
Independence NHP (Pennsylvania):	
Rehabilitate and restore McIlvaine House	130,100
Rehabilitate Congress Hall, including furnishings ($117,300)	142,200
Rehabilitate Independence Hall (stage I, completion)	250,000
Reconstruct Hibbard-Marshall houses	213,900
Rehabilitate Yoh Building (park office)	298,000
Rehabilitate and restore Bishop White House, including furnishings ($35,000)	225,000
Rehabilitate and restore Dilworth-Todd-Moylan House, including furnishings ($44,800)	138,900
Rehabilitate Kidd houses, Bldgs. Nos. 16 and 17	250,000
Perry's Victory NM and IPM (Ohio): Rehabilitate exterior of monument shaft	125,000
Statue of Liberty NM (New York):	
American Museum of Immigration:	
Structural frame and enclosing walls	251,500
Architectural finish work	100,000

REGION 6 (NATIONAL CAPITAL PARKS)

District of Columbia:	
Park operations building	1,129,000
Improvements, small parks and reservations	427,000
Southwest renewal area C, pedestrian mall, overlook to P St. SW	265,000
Southwest renewal area C–1, park development	382,400
Theodore Roosevelt Island, construct memorial	1,400,000

STATUS OF MISSION 66 CONSTRUCTION PROGRAM

The estimate will go far in keeping the program up to the approximate level contemplated when the Mission 66 estimates were originally made. This estimate takes into account the increase of about 30 percent in general construction costs since 1955 and provides for many projects which were not in the original Mission 66 program. Since funding of the Mission 66 program was initiated beginning with the 1957 fiscal year (6 years), $302,887,600 has been appropriated for park developments. As of April 1961, approximately $315 million would be required to complete the program by the end of the 1966 fiscal year, and at the same time provide for special projects not contemplated at the time the program was initiated.

2. Acquisition of lands and water rights

Subactivity	Amount available, 1962	Estimate, 1963	Total available, 1963, compared to total available, 1962
(a) Acquisition of lands	$8,642,277	$12,135,000	+$3,492,723
(b) Acquisition of water rights	416,567	365,000	−51,567
Total	9,058,844	12,500,000	+3,441,156

(a) Acquisition of lands

The estimate of $12,135,000 is an increase of $4,535,000 over the amount of $7,600,000 appropriated for fiscal year 1962, and an increase of $3,492,723 over the amount available for that year due to carryover balances, including a supplemental appropriation of $2,250,000 for land acquisition at the Cape Cod Na-

tional Seashore, Mass. The program for 1963 provides for the acquisition of lands as follows:

Civil War areas	$1,400,000
Cape Cod National Seashore, Mass	4,000,000
Minute Man National Historical Park, Mass	1,500,000
National Capital parks	937,000
Newly authorized parks	434,000
Extension of boundaries in existing parks	162,000
Inholdings in various park areas	3,702,000
Total	12,135,000

Need for funds.—Privately owned and State-owned lands within the areas of the national park system constitute a major problem in the management, protection, maintenance, operation, and development of the individual areas in which they lie. Of the total of approximately 22,950,000 acres in the system, about 460,000 were privately owned or State owned as of October 1, 1961, including the recently authorized Cape Cod National Seashore and the Fort Davis and Fort Smith National Historic Sites. Until these privately owned lands within the park boundaries are acquired, some of the consequences which must be endured are:

1. Private development and operation of facilities within the parks and monuments over which there is no public control but which owe their profit-making capacity to park visitors.
2. Cutting of timber with consequent scars and impairment of park scenery.
3. Operation of undesirable establishments or activities.
4. Creation of real estate subdivisions.
5. Conduct of land-scarring mining operations and, after the cessation of mining, the existence of mining debris and of deteriorating structures.
6. Costly delays in needed developments or greater expense because of the necessity of "going around" private lands or establishing public developments in less desirable locations.
7. Construction of commercial and other structures on lands whose acquisition thereafter becomes more expensive.

As new areas are authorized for establishment from year to year and as boundaries of existing areas are enlarged the land acquisition fund requirement increases. The funds requested in this estimate are needed for the land acquisition program, as follows:

Civil War areas, $1,400,000.—The Civil War Centennial extends from 1961 to 1965. Many of the areas of the Service were established in commemoration of historical events of that war. Several of these Civil War parks need further development or restoration of original scenes so as to provide for sound visitor use, understanding, and enjoyment of them. Acquisition of certain lands for addition to those areas is a prerequisite to such development and restoration in many instances. The amounts of $450,000, $400,000, and $600,000 were provided for this purpose in the 1960, 1961, and 1962 appropriations, respectively. The amount of $1,400,000 included in the estimate is required to continue and accelerate the program in 1963.

Cape Cod National Seashore, Mass., $4,000,000.—The largest single item in the program is the amount for lands for Cape Cod National Seashore. The act of August 7, 1961 (75 Stat. 284), authorizes appropriations of not to exceed $16 million for land acquisition. In the supplemental appropriation for the 1962 fiscal year, $2,250,000 was provided to start the land acquistion program. The amount of $4 million included in the estimate is required to continue an orderly program in 1963.

Minute Man National Historical Park, Mass., $1,500,000.—The act of September 21, 1959 (73 Stat. 590), providing for establishment of the Minute Man National Historical Park authorized an appropriation of $5 million to acquire lands necessary for the park. The 1961 appropriation provided $500,000 to commence this land acquisition program. The 1962 appropriation provided $2,500,000 to continue the program. The amount of $1,500,000 requested in the estimate is needed to continue an orderly acquisition program for this area in 1963. This amount plus previous appropriations would provide $4,500,000 of the $5 million authorization.

National Capital parks, $937,000.—Public Law 87-362, approved October 4, 1961, authorized the preservation and protection of certain lands in Prince

Georges and Charles Counties, opposite Mount Vernon, by the acquisition of lands and scenic easements in order to preserve as nearly as possible the view from George Washington's home in the condition existing during his lifetime and to prevent intrusion on an archeologically valuable site. The expanding population of the Washington metropolitan area is continually creating threats of adverse uses to the territory surrounding and across the river from Mount Vernon, including proposals, such as the installation of a sewage disposal plant, an oil tank development, and construction of a sewer line which would dump effluent, raw and untreated, into the nearby Potomac River. These threats have been warded off so far, but pressures continue to build up. Acquisition of the land and scenic easements authorized, with the $937,000 requested for the purpose, would ward off intrusions and preserve the view from Mount Vernon.

Newly authorized parks, $434,000.—Recent legislation which authorized the establishment of two national historic sites, Fort Davis, Tex. (Public Law 87-213) and Fort Smith, Ark. (Public Law 87-215), also authorized the appropriation of $115,000 and $319,000, respectively, to acquire the necessary lands and interests in lands to provide for establishment of the areas. It is important that the Service move forward with the acquisition program at the earliest possible date so that the lands may be brought under Federal control. The amount of $434,000 is requested for this purpose.

Extension of boundaries in existing parks, $162,000.—Legislation enacted during the first session of the 87th Congress authorized the extension or revision of boundaries of four existing parks: (1) Cumberland Gap National Historical Park (Public Law 87-111); (2) Effigy Mounds National Monument (Public Law 87-44); (3) Fort Necessity National Battlefield Site (Public Law 87-134); and (4) Scotts Bluff National Monument (Public Law 87-68). As most of the additional acreage involved in the new authorizations is in need of protection or is threatened with adverse uses, it should be brought under Federal control at the earliest possible date so that the purposes for which the legislation was enacted can be achieved. It is contemplated that the Commonwealths of Kentucky and Pennsylvania will share in the cost of acquiring the lands for Cumberland Gap and Fort Necessity. It is, therefore, incumbent upon the Federal Government to provide funds for its share of the cost without delay.

Inholdings in various parks, $3,702,000.—The value of the privately owned inholdings in the parks after 1962 (not including new authorizations, such as Cape Cod National Seashore) is estimated at $45 million. The amounts appropriated for the past several years have alleviated many complex problems in connection with management and development of the parks, but the Service still has a long way to go. The rate of progress in acquiring these privately owned lands has not been as rapid as desired. With the passage of time, it is proving to be more and more expensive to the Government. The amount of $3,702,000 requested for the acquisition of inholdings in various parks would be applied to requirements of highest priority throughout the Service and will go a long way toward reaching the objective as contemplated in Mission 66.

Plan of work.—The program contemplates acquiring all of the privately owned lands within the parks administered by purchase with appropriated or donated funds, through land exchanges, and by acceptance of gifts of lands. The work is performed generally by employees of the Service supplemented by outside consultant or advisory services when more practical and economical to do so.

(b) Acquisition of water rights

The estimate of $365,000 is an increase of $135,000 over the amount of $230,000 appropriated for the 1962 fiscal year, but a decrease of $51,567 under the amount available for that year due to carryover balances. The increase is needed to permit the acceleration of this phase of the Mission 66 program to bring it more in line with the operating needs as a result of increased visitor use and expanded development programs.

Need for funds.—More than 1,500 water systems in the parks administered are being supplemented or enlarged under the Mission 66 development program to provide more water for which water rights must be acquired or established. Increasing numbers of the Eastern States are adopting regulatory or appropriative water laws which will not conflict with the basic riparian doctrines. These laws and related regulations are particularly applicable to the use of underground water and the drilling, development, and use of wells. As a result, the Service must establish increasing numbers of State permits and appropriative water rights for increasing water use from systems which have formerly been operated under the riparian water laws.

With the increased public use of the parks, more water must be obtained than is available in surface water sources. This can only be accomplished by preliminary geological investigations and subsequent exploratory test well drilling. The increasing need for such wells has been brought about by the increase in prior appropriations of the national water resources in many areas where the parks are located. Florida and Mississippi, among other States, have adopted laws which define riparian rights as those to the average 5-year minimum surface flow or ground water level during the past 20 years. These minimums now have to be estimated and revised as more data are obtained. The urgent need for wells and gages in the Everglades, of which a few have been installed, is due to the basic drainage program on adjacent tributary land, by the central and southern Florida flood control project of the Corps of Engineers. In many of the other Eastern States, it is necessary to drill and pump test several wells to define the extent of small ground water basins and determine the safe withdrawals which will not affect the yield of other wells deriving their water from the same sources.

The estimate of $365,000 is needed to finance an expanded and more realistic program to carry out surveys to obtain needed data which are not provided in plans of existing water systems; preparation of maps to support applications for the appropriation of water in compliance with State water laws; purchase of water rights; drilling and observation of necessary test wells; and for preparation and filing of applications with supporting maps for new systems being constructed under the Service's development program.

Plan of work.—A large portion of the studies, supervision and analysis of ground water, are accomplished by the U.S. Geological Survey on a reimbursable basis, particularly with respect to geological investigations and exploratory test well drilling. Most test wells are drilled under contracts with private firms. Temporary survey crews are employed by the Service in gathering data on existing water systems, and for mapping in support of applications. The acquisition phases of the program are performed by professional employees of the Service.

The 1963 program calls for continuation of surveys and analyses with the completion and filing of many applications for the appropriation of water based on past investigations; accelerated programs of drilling and testing of exploratory wells in eastern parks and along the Blue Ridge Parkway, in particular in region 5 where water supplies are urgently needed for new parks, such as Cape Cod National Seashore and Chesapeake and Ohio Canal National Monument; continued analysis of the water resources of the Everglades to provide fuller coordination with the accelerated pace of the central and southern Florida flood control project. Continued acceleration of gaging installation and operation at Everglades National Park due to abandonment of similar work around the park boundary by the Corps of Engineers and flood control district is also planned. A large test well program is planned at Virgin Islands National Park in an effort to overcome serious water supply shortages. Two water right purchases are contemplated during the budget year.

The long-range program for this activity contemplates the perfection of rights in compliance with the laws of the several States for all supplemental water supply systems being constructed under the Mission 66 program, the perfection of rights to the use of underground water where changing State laws make such rights for old uses necessary, and the elimination of conflicting claims to the same water by the United States and other water users, of which two of the present major conflicts are in Death Valley National Monument and Everglades National Park.

5. Executive Mansion and grounds, $347,000

The responsibility for maintenance and development of U.S. Reservation No. 1, commonly known as the President's Park, was never clearly defined by legislation until the enactment of Public Law 87-286, approved September 22, 1961. This act states that the White House and grounds "shall be administered pursuant to the act of August 25, 1916 (39 Stat. 535 16 U.S.C. 1-3), and acts supplementary thereto and amendatory thereof." As a result of the lack in the past of clearly defined responsibilities regarding the White House grounds, limited maintenance and development of this area over the past years has been undertaken by several Federal agencies such as General Services Administration, Department of Commerce, U.S. Army Signal Corps, Treasury Department, and the Interior Department.

Need for funds.—Now that existing legislation clearly places the responsibility for the White House and grounds on the National Park Service, steps are being taken to prepare an adequate and coordinated development program for this area. In the meantime, however, the following high priority projects must be provided for in the 1963 fiscal year at the very latest:

Reconstruct fence and foundation, Pennsylvania Ave., and grounds improvements	$176,500
Reconstruct sidewalk, Pennsylvania Ave	41,000
Replace guard booths	129,500
Total	347,000

The fence along Pennsylvania Avenue (approximately 665 feet) was installed about 1870 and has deteriorated due to rust and vandalism to the point that the Secret Service and White House Police consider it a serious security risk. The height of this section of the fence is about 18 inches lower than the newer fence installed about 1938 around the east, south, and west sides of the White House Grounds, thereby making this section more of a security risk. The foundation for the north section of fence has settled and deteriorated to the extent that it needs complete replacement, as does the sidewalk along Pennsylvania Avenue. The flagstone walks at the north and south entrances to the White House require immediate repairs in order to prevent further deterioration as a result of damage due to freezing. There is a related need to beautify and improve the general appearance and condition of the grounds with a comprehensive landscaping and planting project. The approved development plan for landscaping and planting the White House Grounds, prepared by the Olmsted brothers, noted landscape architects, has never been completed. It is the desire of those concerned to revise and modernize the plan and proceed with the landscape and planting work involved by not later than the 1963 fiscal year.

The present White House guard booths were built about 1935 and were not constructed to the standards required for proper security of the White House and Grounds. With increased emphasis on security, there is a serious need for replacing these booths, some at new locations for proper visibility, with ones made of modern bulletproof materials and designed with adequate communications, ventilation, and visibility.

Plan of work.—The program contemplates reconstruction of certain facilities necessary for safety and security purposes and further improvement to the grounds in accordance with approved development plans.

The planning, design, and supervision of construction will be carried out by professional employees of the Service. It is contemplated that the major portion of the work will be performed under contract, with the ground improvement and miscellaneous work to be performed by day-labor forces of the Service.

Itemization of estimate—Construction, National Park Service

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$22,542,692	$40,614,260	$44,000,000	+$3,385,740
Unobligated balance brought forward	−4,902,952	−3,888,260		+3,888,260
Unobligated balance carried forward	3,888,260			
Appropriation	21,528,000	36,726,000	44,000,000	+7,274,000
Obligations by objects:				
11 Personnel compensation	3,214,658	3,801,000	4,031,000	+230,000
12 Personnel benefits	205,214	241,000	256,000	+15,000
21 Travel and transportation of persons	232,824	250,000	245,000	−5,000
22 Transportation of things	42,320	45,000	40,000	−5,000
23 Rent, communications, and utilities	94,503	100,000	95,000	−5,000
24 Printing and reproduction	35,562	36,000	36,000	
25 Other services	716,022	800,000	805,000	+5,000
26 Supplies and materials	526,521	550,260	575,000	+24,740
31 Equipment	607,007	600,000	610,000	+10,000
32 Lands and structures	16,867,923	34,191,000	37,307,000	+3,116,000
42 Insurance claims and indemnities	138			
Total obligations	22,542,692	40,614,260	44,000,000	+3,385,740

DORCHESTER HEIGHTS, BOSTON

Chairman HAYDEN. Included within this appropriation is a request for $50,800 to improve the grounds and generally rehabilitate Dorchester Heights in Boston. Would you please furnish the committee a citation of the authority to make this appropriation?

Mr. WIRTH. Yes, sir. We will be glad to. It comes under the Historic Sites Act of 1935.

Chairman HAYDEN. All right.

Mr. WIRTH. We will be glad to write that up and submit it for the record.

(The information referred to follows:)

CITATION TO PORTIONS OF THE HISTORIC SITES ACT OF 1935 (49 STAT. 666) PERTAINING TO REHABILITATION OF DORCHESTER HEIGHTS IN BOSTON, MASS.

"*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That it is hereby declared that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." (16 U.S.C. 461.)

"SEC. 2. The Secretary of the Interior (hereinafter referred to as the Secretary), through the National Park Service, for the purpose of effectuating the policy expressed in section 1 hereof, shall have the following powers and perform the following duties and functions:

* * * * * * *

"(e) Contract and make cooperative agreements with States, municipal subdivisions, corporations, associations, or individuals, with proper bond where deemed advisable, to protect, preserve, maintain, or operate any historic or archeologic building, site, object, or property used in connection therewith for public use, regardless as to whether the title thereto is in the United States: Provided, That no contract or cooperative agreement shall be made or entered into which will obligate the general fund of the Treasury unless or until Congress has appropriated money for such purpose.

"(f) Restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, objects, and properties of national historical or archeological significance and where deemed desirable establish and maintain museums in connection therewith.

* * * * * * *

"SEC. 6. There is authorized to be appropriated for carrying out the purposes of the Act such sums as the Congress may from time to time determine." (16 U.S.C. 466.)

In accordance with authority contained in the above cited act, the Secretary of the Interior on March 17, 1951, entered into a cooperative agreement with the city of Boston for the purpose of designating Dorchester Heights a national historic site, which was to remain in the ownership of the city of Boston. The site was officially designated on April 27, 1951, under this cooperative agreement.

THEODORE ROOSEVELT MEMORIAL

Chairman HAYDEN. Also, $1,400,000 is requested for the Theodore Roosevelt Memorial proposed to be located on Theodore Roosevelt Island. Has the final design of the memorial been approved by the Theodore Roosevelt Association?

Mr. WIRTH. I am glad to tell you, sir, it has been approved. It has been approved by the association, by the Fine Arts Commission, by the Planning Commission, and by the Roosevelt family. Everyone is in accord, and I most sincerely hope we can go forward with it.

Here is a sketch of the new Theodore Roosevelt Island Bridge across Theodore Roosevelt Island. This is the Virginia side and this ties in Independence Avenue. The bridge is under construction now. Here

is the Theodore Roosevelt Memorial which is surrounded completely by the natural part of the island with the area in the middle as a symbol of what Theodore Roosevelt stood for. There will be plaques around here [indicating on map], I think about 10 or 15 feet high, with inscriptions regarding various accomplishments of Theodore Roosevelt. It is in a natural setting. We want to keep the island this way to emphasize the great leadership he gave in the conservation field.

Chairman HAYDEN. Apparently, there was a certain piece of ground that had to be cleared.

Mr. WIRTH. Yes, there will be a clearing right in here [indicating].

Chairman HAYDEN. A very small part of the island.

Mr. WIRTH. A very small part of the island is all that is involved. There will be a parking area and a foot bridge. The island will be a bird sanctuary and a natural area with the exception of the central glade. While this looks rather formal, there will be open water and a glade within the natural setting.

COMPLETION DATE FOR THEODORE ROOSEVELT ISLAND BRIDGE

Senator YOUNG. I was going to ask when will this bridge be completed?

Mr. WIRTH. The automobile bridge?

Senator YOUNG. Yes.

Mr. WIRTH. I think it is due for completion in late 1963.

Senator MCGEE. I wanted to mention that it is gratifying to see it come along with this conclusion. As you remember, Connie, when I was here with Senator O'Mahoney years ago, 1956, this was just a dream in the Theodore Roosevelt Association. They worked a great deal on it. The only thing that went awry was that tunnel under the river, instead of on top of the island now in the form of the bridge.

Mr. WIRTH. I wanted a tunnel. But the area is going to be nice and, as I say, we now have the full approval of Mrs. Longworth, Mrs. Derby, and Mr. Archibald Roosevelt.

Senator MCGEE. The memorial is a considerable improvement over the first one that they had, in my judgment. I belong to that school that thinks a memorial ought to look like what it represents, instead of letting the imagination run wild.

Mr. WIRTH. I am very happy with this, but I thought the other was nice, too.

LAND ACQUISITION, CIVIL WAR AREAS

Chairman HAYDEN. You are asking $1,400,000 this year for purchase of land in Civil War areas. In previous years $1,450,000 has been made available. How much, if you can estimate, will be required to complete the desired purchases?

Mr. WIRTH. We have the full estimate in here. After this year, it will take approximately $3 million to complete all land acquisitions in the Civil War areas.

Chairman HAYDEN. You can furnish for the record a table showing the purchases made with the $600,000 provided for Civil War area purchases in the fiscal year 1962 bill and the purchases contemplated with the $1,400,000 asked for this year?

Mr. WIRTH. Yes, sir.

(The material referred to above follows:)

Data concerning acquisition of lands, Civil War areas

	Appropriated 1962 fiscal year	Land purchase commitments as of Mar. 8, 1962	Acreage	Requested 1963 fiscal year	Acreage
Antietam National Battlefield Site	$100,000			$155,000	[1] 400
Fort Donelson National Military Park	125,000	$81,350	59.90		
Fredericksburg and Spotsylvania National Military Park	75,000			318,000	400
Manassas National Battlefield Park	100,000	74,500	33.45	350,000	460
Gettysburg National Military Park	200,000			573,000	205
Stones River National Battlefield				4,000	7
Total	600,000	155,850	93.35	1,480,000	1,472

[1] Plus scenic easements.

ZONING IN GETTYSBURG AREA

Chairman HAYDEN. What can you report to the committee with regard to an adequate zoning ordinance in the Gettysburg area?

Mr. WIRTH. We have not been able, sir, to get adequate zoning as far as Gettysburg is concerned. It is a thing that concerns us greatly. We have been buying land in accordance with the instructions of the committees. We are buying only those lands that are completely surrounded by Federal lands or those upon which we have scenic easements at the present time, either in fee simple or by scenic easements.

We are going ahead in accordance with the instructions of the committees and only buying those lands that are completely surrounded.

ADAMS COUNTY POOR FARM IN PENNSYLVANIA

Chairman HAYDEN. Has there been any development with regard to disposition of the Poor Farm by Adams County, Pa.?

Mr. WIRTH. No; that is still an outstanding purchase. We are trying to find some way of getting somebody else to contribute funds to buy it. We cannot touch the poor farm as it is on the edge of the area and is not completely surrounded by Federal property.

Chairman HAYDEN. Are you carrying on any negotiations with county officials in an effort to add the poor farm to the Gettysburg Park?

Mr. WIRTH. They cannot add it. They would have to buy it according to the legal situation. The money that they would get from the poor farm would go into some other State institution.

Chairman HAYDEN. Is it not a matter that could be corrected by the Pennsylvania Legislature?

Mr. WIRTH. I think it would take a State constitutional amendment.

FORT SMITH, ARK.

Chairman HAYDEN. I see. Included within the land acquisitions in newly authorized parks I note a request for $319,000 to buy 3 acres of land at the Fort Smith National Historic Site in Arkansas.

In your highlight statement you indicate that the total area of the park will be about 15 acres, 10 of which are to be donated by the city of Fort Smith as indicated in the authorizing legislation. The legislation provides for only $319,000, all of which you ask to buy 3 acres of land. Why is this land costing over $106,000 per acre; and how and when do you plan to acquire the other 2 acres?

Mr. WIRTH. This old fort is in the middle of the city and the city is now making the transfer of the 10 acres there now. The deeds have been drawn up. I think the deeds are either in, or being sent in, for checking by the Attorney General to determine whether they are clear and sufficient. We would like to go ahead and purchase the remaining land right away. The budget request of $319,000 is for acquisition of 3.8 acres which is the total amount of land to be acquired other than that being made available by the city.

I realize it is expensive, but we are really getting about 14 acres almost for the price of 3. If you divide by 10, perhaps it would not seem quite as expensive.

Chairman HAYDEN. You can furnish an appraisal of the 3 acres?

Mr. WIRTH. I would be very glad to, sir.

Chairman HAYDEN. Including the cost of the improvements that are on them?

Mr. WIRTH. Yes.

(The information is in committee files.)

LAND ACQUISITION, PISCATAWAY BAY AREA, MD.

Chairman HAYDEN. With regard to the $937,000 requested for purchase of lands in the Piscataway Bay area in Prince Georges and Charles Counties, Md., is there any doubt that the desired lands will be available and can be purchased for this amount of money?

Mr. WIRTH. That is an area on which we have a good appraisal. As you perhaps know—I will be glad to show it to you on a map—there is considerable land down there already purchased by foundations which will be transferred to us. It is right across from Mount Vernon and the purpose is to protect the view from Mount Vernon and prevent it from being cluttered up. The thing started over the fact that there was a proposed sewer disposal plant to go in across the river from Mount Vernon. The Congress did pass an authorization for the Federal Government to acquire it.

I might say Congresswoman Bolton, of Ohio, has contributed a considerable amount of her own personal funds toward acquiring the land that has already been acquired. The foundation which she is supporting is ready to transfer its lands to us. We figure $937,000 is necessary to acquire the rest, and that is the total amount authorized under the bill, as I recall.

Chairman HAYDEN. What is the status of the commercial developments which have been proposed in this area; and have any of the proposed commercial uses been initiated?

Mr. WIRTH. No; there has been no commercial interest initiated at the present time with the exception that the sanitary district around Washington is still after this spot as a possibility for a sewage disposal plant.

Chairman HAYDEN. Could they not move their spot to some other place? Have they not done that already?

Mr. WIRTH. No; they have not. They are not in exactly at the same spot, but they are proposing to go a little bit farther up the stream at the junction there. I have a map here on which I would like to show you exactly what the problem is. They were figuring on the disposal system down in this section.

They now are figuring on coming farther up in here. The question of the affluent from the disposal plant is also a problem because this is more or less a bend in the river and how much is to be washed out is a question; and Mount Vernon is right across in here. This is a historic site area.

The orange color shows land the the Foundation now has which it will donate to us, and the green is what we are proposing to buy with the money that we are asking for. This pink area here is to be scenic easement authorization.

Senator DWORSHAK. What do you propose to do with the land included in the green area?

Mr. WIRTH. To keep it as park land similar to the rest of the land we have along the Potomac River.

Senator DWORSHAK. Do you plan to develop any for highways very soon?

Mr. WIRTH. Campgrounds and picnic areas.

EVERGLADES NATIONAL PARK LAND ACQUISITION

Chairman HAYDEN. Thank you. Last year you requested $450,000 to purchase 30,000 acres in Everglades National Park. This year you indicate that 25,000 acres are to be purchased. How much of the land acquisition fund is set aside for this purchase?

Mr. WIRTH. We have programed $500,000 for acquisition of land in the Everglades. That is the same figure we requested last year.

RESTORATION OF FORD'S THEATER

Chairman HAYDEN. Last year you advised this committee that you expected plans for restoration of Ford's Theater to be completed during the latter part of the current fiscal year, and that you would be ready to solicit construction bids by the end of fiscal 1962. What is the status of this project now?

Senator YOUNG. I am glad you brought that up, Mr. Chairman.

Mr. WIRTH. We have the information on it here. I knew Senator Young would bring it up if you had not, Mr. Chairman, so we anticipated a request. Without reading this, we propose to have the plans sufficiently far along in the next 2 months so that we can come up with a firm estimate. Then we would proceed with the completion of detailed plans to get ready to let a contract. We are proposing to ask for the funds in the 1964 budget so we can let the contract shortly after July 1, 1963.

If we have all the plans completed, that is, if the funds are granted, it should be done by January 1965.

Senator YOUNG. Aren't you reading from last year's book? That is the same thing you told us last year.

Mr. WIRTH. No. This is a more current report.

Senator YOUNG. You have not made any progress at all?

Mr. WIRTH. Oh, yes. But so much additional new material was uncovered by our research that we had to go back over and reevaluate our work several times. This means, of course, we'll have a much better job when we're through, but it did delay the time when we had expected to have the plans ready. We said last year that we would have the plans done by the end of the 1962 fiscal year.

Senator YOUNG. Toward the end of the summer?

Mr. WIRTH. I read last year's hearings yesterday and noted that we said toward the end of the 1962 fiscal year the plans would be completed.

Senator YOUNG. You have had planning funds now for 2 years.

Mr. WIRTH. That is right.

Senator YOUNG. What is holding you up?

Mr. WIRTH. Senator Young, it is an old building. We have to go into it, analyze the structural strength, and determine what we are going to be able to do with it, and how much of the old we can preserve. And naturally the more historical facts and information we find, the longer it takes to finish the research. It is not like building a new building on which we could develop plans very quickly; but we will be ready by 1965, which is the 100th anniversary, April 1965, I believe.

Senator YOUNG. When will you be ready to start construction?

Mr. WIRTH. We do not have the date indicated here, but we would look forward to getting it underway by July 1, 1963. We would want the funds all in one sum so we can let one overall contract, which we think can go for $1,500,000 or $2 million.

Senator YOUNG. And you will not be ready for construction funds for another year yet?

Mr. WIRTH. We do not think we would be ready until the spring of 1963, and we figured on having our plans and specifications ready then so we would be ready to go right after July 1, 1963 if we get the money in 1964 fiscal year. The $200,000 that you gave us a couple years ago has financed all the research and is sufficient funds to go ahead with preparing of the detailed plans and specifications. That is the way we are proceeding. However, as I said, we couldn't get the estimate ready in time for the 1963 fiscal year's budget.

Senator YOUNG. Mr. Chairman, I have been working on this project for 17 years now. This is one of those years in North Dakota when the people may decide to have me undertake some different work next year. I was in hopes that this would be started while I was still here. This is a great disappointment.

CONSTRUCTION FUNDS IN 1964 BUDGET

Mr. WIRTH. I know your feelings very well. We are not dragging our feet. We are going forward in an orderly way. I do not say that we could not get it under contract in the fiscal year 1963, but it would be toward the end of fiscal 1963, and we expect to complete it in 1965. This seemed to be the orderly way to proceed. We plan to have a request in 1964 for the full amount and it is going to run into a large figure. We want to let one contract because it is not a job you do part this year and part next year. It ought to be all in one contract.

Senator YOUNG. Do you expect to be asking the Bureau of the Budget for funds in your next year's budget?

Mr. WIRTH. I certainly plan to ask for money in 1964.

Senator YOUNG. You did not ask for any this year?

Mr. WIRTH. No, sir.

Senator YOUNG. Thank you, Mr. Chairman.

TRANSFER OF FUNDS FROM BUREAU OF RECLAMATION

Chairman HAYDEN. All right. Last year in the public works appropriation bill money was made available to the Bureau of Reclamation for transfer to the National Park Service to construct recreational facilities in the upper Colorado River Basin.

RAINBOW BRIDGE NATIONAL MONUMENT

Would you outline briefly for the committee the work you have accomplished with this money? Touch specifically on the use of $240,500 which was provided for construction of a boat and landing facilities to Rainbow Bridge National Monument.

Mr. WIRTH. The last time I was out there we had not done anything on building the landing facility at Rainbow Bridge National Monument. That is on the Glen Canyon Reservoir. It is going to have to be a floating dock. We are studying how that can be handled. It is going to be quite difficult because we are not certain as to how much fluctuation there is going to be in the Glen Canyon Reservoir. If we follow one scheme of going down with the water, right down the center of the canyon, then we, perhaps, have a mile-and-a-half or 2-mile drawdown which is important. Otherwise, we would have to build it down where we are sure of water at all times and just have an up-and-down proposition with a long trail which will come right up through the quite rough canyon.

Yes, we have the 1962 funds, but we have not proceeded with construction. We are still in the study and planning stage as to just how we are going to handle it.

DATES ON DAM FILL AND LEVELS

Chairman HAYDEN. Can you get any estimates from the Reclamation Service about when they expect the dam to fill and then at what levels they expect to maintain it?

Mr. WIRTH. Yes, we have that. The flood date is March of 1963.

Chairman HAYDEN. That may come true now because there have been heavy snows. The watershed and the dam may fill very rapidly.

Mr. WIRTH. That is right. Of course, I think their estimate would be pretty close to the 1963 one because it is a big reservoir and we have an awfully heavy snow load out there this year, thank goodness. We needed it very badly all through the Rockies and Sierras and I think everybody is happy over it.

Chairman HAYDEN. That is right.

Mr. WIRTH. We will push this project so it will surely be done, Senator.

LIQUIDATION OF CONTRACT AUTHORITY

Chairman HAYDEN. The justifications for a $30 million appropriation for construction (liquidation of contract authorization) will be placed in the record. This is the same amount that you requested in the past fiscal year and is to be divided between parkways ($14 million) and roads and trails ($16 million).

(The justification follows:)

NATIONAL PARK SERVICE

Construction (liquidation of contract authorization)

Appropriation, 1962		$30,000,000
Decreases:		
Parkways	$14,000,000	
Roads and trails	16,000,000	
		30,000,000
Subtotal		
Increases:		
Parkways	14,000,000	
Roads and trails	16,000,000	
		30,000,000
Budget estimate, 1963		30,000,000

Analysis by activities

	1961 actual	1962 estimate	1963 estimate	Increase
1. Parkways	$13,833,224	$17,605,000	$21,423,000	$3,818,000
2. Roads and trails	17,219,082	15,404,000	22,477,000	7,073,000
Total expenditures	31,052,306	33,009,000	43,900,000	10,891,000
Less: Balance available from prior years	18,150,430	17,098,124	14,089,124	+3,009,000
Total expenditures from current appropriation	12,901,876	15,910,876	29,810,876	13,900,000

Contract authorization and liquidation program

	Contract authority available	Obligations	Unliquidated obligations, prior year	Total obligations	Expenditures	Unliquidated obligations carried forward
FISCAL YEAR 1961						
Parkways	$19,125,658	$13,595,018	$17,026,721	$30,621,739	$13,833,224	$16,788,515
Roads and trails	19,749,435	19,185,940	13,301,116	32,487,056	17,219,082	15,267,974
Total	38,875,093	32,780,958	30,327,837	63,108,795	31,052,306	[1] 32,056,489
FISCAL YEAR 1962						
Parkways	21,530,640	19,830,640	16,788,515	36,619,155	17,605,000	19,014,155
Roads and trails	18,563,495	18,563,495	15,267,974	33,831,469	15,404,000	18,427,469
Total	40,094,135	38,394,135	32,056,489	70,450,624	33,009,000	[2] 37,441,624
FISCAL YEAR 1963						
Parkways	17,700,000	17,700,000	19,014,155	36,714,155	21,423,000	15,291,155
Roads and trails	18,000,000	18,000,000	18,427,469	36,427,469	22,477,000	13,950,469
Total	35,700,000	35,700,000	37,441,624	73,141,624	43,900,000	29,241,624

[1] Available cash for liquidation is $17,098,124; balance of $14,958,365 is unfunded obligations.
[2] Available cash for liquidation is $14,089,124; balance of $23,352,500 is unfunded obligations.

Construction (liquidation of contract authorization)—Status of cash appropriation for liquidation of contract authorization

	1961	1962	1963
Appropriation	$30,000,000	$30,000,000	$30,000,000
Unexpended balance brought forward	18,150,430	17,098,124	14,089,124
Total available	48,150,430	47,098,124	44,089,124
Less expenditures	31,052,306	33,009,000	43,900,000
Unexpended balance	17,098,124	14,089,124	189,124

Need for funds.—The estimate of $30 million is for liquidating contractural obligations scheduled for the 1962 programs and for making partial payments against obligations to be incurred during 1963. Sections 2 (4) and (5) of the Federal Highway Act of 1960 provides an appropriation authorization of $16 million for parkways and $18 million for roads and trails, a total of $34 million for 1963.

1. Parkways, $14,000,000

The $14 million estimate will provide $11,500,000 for liquidating prior-year contractual obligations incurred and to be incurred during 1962; and $2,500,000 to finance plans, surveys, and project supevision functions, to make partial payments under contracts, and for day-labor projects to be undertaken during 1963.

The Federal Highway Act of 1960 authorizes a construction program of $16 million for each of the fiscal years ending June 30, 1962, and June 30, 1963. The 1963 program will permit work on 7 of the 10 authorized parkways. Of the 23 major road projects on the parkways, 11 involve amounts in excess of $500,000 each, of which 5 exceed $1 million each. The early acquisition of parkways rights-of-way and their donation to the Federal Government is being pursued by State officials so that construction work can move forward without delay.

The parkways continue to receive enormous public use and each new stretch of completed mileage calls for complementary facilities, such as campgrounds, picnic areas, utility systems, and comfort stations. Other facilities, such as utility buildings, etc., must also be provided. An amount of $1,928,200 is included in the program for these purposes.

A general description of each parkway and what is proposed for accomplishment under the major projects of the program follow:

Major projects

Blue Ridge Parkway, $6,100,600 (North Carolina, $2,531,900; Virginia, $3,568,700).—This parkway was started in 1933 under authority of the National Industrial Recovery Act of June 16, 1933. When completed, it will extend along the crest of the Blue Ridge Mountains for a distance of 477 miles from Shenandoah National Park in Virginia to Great Smoky Mountains National Park in North Carolina.

In North Carolina, a 4-mile section involving grading and two tunnels is scheduled between Flat Laurel Gap and Cutthroat Gap, which will close the last gap on the 18-mile unit between Asheville and Wagon Road Gap. A surface treatment project between Balsam Gap and Beech Gap will make usable an additional 20 miles of new parkway to the existing sections which are completed southwest of Asheville. Completion of this paving will provide a continuous parkway strip of 56 miles between Wagon Road Gap and Great Smoky Mountains National Park. A start of construction on the 11-mile gap between Oteen and the French Broad River around Asheville is proposed on 4 miles of parkway between the river and the crossing of Interstate 26. Repaving on portions of the parkway motor road above Asheville constructed many years ago will restore and preserve the original riding qualities.

In Virginia, three major projects are proposed for the construction of the last gap of parkway in the State involving the 15-mile section around Roanoke between Adney Gap and U.S. Highway No. 460. Completion of this work and final paving will provide a continuous parkway road of 376 miles from Shenandoah National Park to Asheville, except for a 5½-mile gap across Grandfather Mountain.

Colonial Parkway, $334,400 (Virginia).—The Colonial Parkway had its inception in the act of July 3, 1930, which was the basic act for establishing Colonial National Historical Park. Subsequently, the parkway was more specifically authorized by the act of June 5, 1936 (16 U.S.C. 81c). It connects Yorktown, Williamsburg, and Jamestown Island by a 22-mile scenic roadway, portions of which parallel the York and James Rivers.

The Broadway grade separation project will eliminate a dangerous and hazardous intersection in the vicinity of a rapidly developing suburban area of Williamsburg. The shore stabilization project will prevent further erosion along the James River shoreline where continuous wave action and river traffic, coupled with tide and storm action have seriously endangered the roadway.

George Washington Memorial Parkway, $550,000 (Virginia).—This parkway is authorized to extend from Mount Vernon to Great Falls on the Virginia side of the Potomac River and from Great Falls to Fort Washington on the Maryland side, a total length of about 49 miles, not including the distance through Alexandria, Va., and the District of Columbia.

In Virginia, construction of the Theodore Roosevelt Bridge and Interstate 66 connections will require major changes in the traffic pattern when these facilities are completed. The project proposed in 1963 will carry the northbound roadway of the parkway to connect with the approved plan for the Virginia approaches to the Theodore Roosevelt Bridge. Construction of this portion must proceed promptly so that the facility will be available for traffic concurrently with the completion of the Theodore Roosevelt Bridge in 1963.

Natchez Trace Parkway, $4,093,000 (Alabama, $500,000; Mississippi, $3,593,000).—A survey to determine the route of this parkway was authorized by the act of May 21, 1934, and construction was started with funds allocated from the Emergency Relief Appropriation Act of 1935. When completed, the parkway will extend for a distance of about 450 miles from Nashville, Tenn., to Natchez, Miss.

In Alabama, the grade separation for the crossing of Southern Railway and U.S. Highway No. 72 is to be located at the southern terminus of section 2–C. Funds were provided for grading this section in the 1962 fiscal year. This structure will provide the only access to this section and the Tennessee River Bridge, now under construction.

In Mississippi, the surface treatment of a section south of Jackson running southerly from the Oakley-Edwards Road to the Big Bayou Pierre will make available a usable unit of some 25 miles. The program includes funds for continuing the parkway an additional 11 miles on an adjacent section from Big Bayou Pierre to U.S. Highway No. 61, in the vicinity of Port Gibson. Two grade separations are included for a completed section north of Jackson, to eliminate grade crossings of a county road and State highway, and permit an uninterrupted flow of parkway traffic.

Rock Creek aand Potomac Parkway, $2,793,800 (District of Columbia).—The Rock Creek and Potomac Parkway was authorized by the act of March 4, 1913 (37 Stat. 885), to be under the jurisdiction of the Corps of Engineers, U.S. Army, as a part of the park system of the District of Columbia. Jurisdiction of the parkway was placed under the Director, Public Buildings and Public Parks, by the act of February 26, 1925 (43 Stat. 983), and consolidated into the National Park Service by Executive Order No. 6166 issued pursuant to the act of March 3, 1933 (47 Stat. 1517).

The zoo bypass project will continue the existing parkway as a two-lane roadway northward to connect with Beach Drive in Rock Creek Park north of the Zoological Park as authorized by the act of March 4, 1913. The work programed for the 1963 fiscal year will provide grading, drainage, vehicle tunnel, and structures required for the complete roadway, except for paving and miscellaneous work. Completion of this parkway will bring about the realization of several long-sought projects of the Smithsonian Institution and the National Park Service to provide for a continuous 24-hour scenic park road in the Rock Creek Valley, and the separation of the through north-south traffic from the secondary roads within the zoo. The zoo roadway now crosses two fords which become impassable during times of high water in Rock Creek, frequently interrupting the continuity of traffic movement. The roadway will be located primarily on the east side of Rock Creek, protected by fencing and planting from the Zoological Park. It will in no way adversely affect the operations of facilities in the Zoological Park.

Minor roads and trails, buildings, utilities, etc.—The remainder of the 1963 program totaling $2,128,200 is for approximately 50 minor projects

consisting of campground and picnic area roads, trails, campground developments, erosion control, picnic facilities, comfort stations, and other visitor facilities required to make the parkways usable recreation units.

Included in the foregoing are funds for campground expansion at Doughton Park and Julian Price Park, and new campground developments at Linville Falls and Humpback Roads, all on the Blue Ridge Parkway; comfort stations and utilities at the Colbert Ferry area of the Natchez Trace Parkway in Alabama; and campground, picnic, and other visitor facilities in various locations on the George Washington Memorial Parkway in Maryland and Virginia.

2. Roads and trails

The $16 million estimate will provide $11,852,500 for liquidating prior year contractual obligations incurred or to be incurred prior to 1963; and $4,147,500 to meet plans, surveys, and project supervision costs, day-labor project costs, and to make partial payments to contractors in carrying out the 1963 fiscal year program which totals $18 million.

The roads and trails construction program is broken down into the following broad categories:

Major roads:	
Reconstruction	$5,222,400
Paving	1,228,300
New work	3,843,200
Miscellaneous minor roads and trails projects	7,206,100
Advance planning	500,000
Total	18,000,000

Many of the existing park roads are antiquated and the standards do not come up to present-day requirements. Many of them have been in use longer than the normal life expectancy. Road bases and surfaces have deteriorated and some structures are outdated. In some instances, relocation is the only means of meeting minimum traffic requirements and of eliminating steep, narrow, and winding sections of road which are unsafe for present-day vehicular traffic. The estimate provides for continuing the program of bringing park roads up to modern standards by providing work on 144 miles of major roads, including reconstruction of 56 miles; 43 miles of paving; and construction of 45 miles of new roads. The remainder of the program provides for numerous minor roads and trails projects, parking areas, campground roads, drainage structures, etc.; for advance planning, reconnaissance surveys, topographic surveys, etc. Provision must also be made for turnouts, parking spaces, and overlooks for the safety and enjoyment of the motorist. Although the Service holds construction of new roads to a minimum, some are necessary to disperse the concentrated public use and alleviate the resulting abuse of some areas of the national park system. The Service's policy on providing roads is to make a number of sites and objects available to the visitor and to supplement the roads with trails to accommodate those people who wish a closer look at park features. The roads and trails also serve accesses for protection and management purposes.

Listing of projects amounting to $100,000 and over in the 1963 fiscal year roads and trails program

Region 1:	
Great Smoky Mountains National Park (North Carolina): Reconstruct and final surface, Route 1B, Towstring-Kephart prong	$437,500
Mammoth Cave National Park (Kentucky): Grade, base, structures, sec. 1A, 4.5 miles, Chaumont to U.S. 31W and surface secs. 1A and 1B	372,400
Petersburg National Military Park (Virginia):	
Construct attack road to battery 5, including overpass, Virginia 36, visitor center entrance road, and parking area (50 cars)	308,800
Pave Siege Rd. and Colquitts salient road, regrade Prince George Rd	126,900
Shiloh National Military Park (Tennessee):	
Construct entrance road to visitor center, 1.2 miles, including 30-car addition to parking area	127,600
Reconstruct and surface tour route, 7.20 miles, entire park	200,000
Virgin Islands National Park (Virgin Islands): Park general, construct trails, roads, and parking areas	250,000

Listing of projects amounting to $100,000 and over in the 1963 fiscal year roads and trails program—Continued

Region 2:	
Badlands National Monument (South Dakota): Cedar Pass-Pinnacles Highway, top surfacing, 22.6 miles	$525,000
Big Bend National Park (Texas): Construct Santa Elena-Castolon Rd., grade, drainage, inverted penetration surface, 8.8 miles	333,200
Glacier National Park (Montana):	
Reconstruction, Camas Creek cutoff (portion), clear right-of-way	169,000
Reconstruct roads and parking, clear, grade, and drain (2 bridges), Fish Creek Campground	120,000
Grand Teton National Park (Wyoming): Reconstruct Gros Ventre Bridge structures and approaches, Jackson Hole Highway	300,000
Rocky Mountain National Park (Colorado): Reconstruct Trail Ridge Rd., Fall River entrance to Deer Ridge including Deer Ridge intersection, Route 1–A, 3.9 miles, grade, base and bituminous stabilize	340,000
West Yellowstone Airport, West Yellowstone (Montana): Runways, taxi strips, aprons, service roads, etc	570,000
Yellowstone National Park (Wyoming):	
Reconstruction, northeast entrance road and bridge approaches, Yellowstone River Bridge through Lamar Canyon	385,000
Grand Loop, relocate road at Beryl Springs, Route 1B (portion)	230,000
Reconstruction, Red Lodge-Cooke City Rd. (portion) (Montana)	150,000
Construct entrance road and parking, Bridge Bay	166,000
Construct campground roads, base and surface, Bridge Bay	135,000
Region 3:	
Chaco Canyon National Monument (New Mexico): Construct entrance road, Route 1, 2.75 miles	151,500
Great Sand Dunes National Monument (Colorado): Access and circulatory roads, new campground	130,000
Lake Mead National Recreation Area (Nevada): Construct road from Las Vegas Wash to Callville Wash, Route 1–E, grade, base, surface, structures, 15.5 miles	538,000
Mesa Verde National Park (Colorado), Navajo Hill:	
Construct campground roads, spurs, loops and turnouts, obliterate old roads	122,400
Realinement portion of entrance road and parking area	300,000
Natural Bridges National Monument (Utah): Construct approach road and visitor center parking area	312,000
Tusayan Airport (near Grand Canyon National Park, Ariz.): Landing strips, aprons, taxi strips, service roads, etc	720,000
Zion National Park (Utah): Construct Kolob Canyon Rd. from U.S. 91 to Lee Pass, clear, grade, base, bituminous surface, drainage structures, 4.6 miles	460,000
Region 4:	
Cabrillo National Monument (California): Completion, parking area, roads, and walks	186,300
City of Refuge National Historical Park (Hawaii): Entrance road and parking areas, 1 mile	150,000
Crater Lake National Park (Oreg.):	
Reconstruction, grading, surfacing, and bituminous paving, Route 2, south boundary to Annie Springs	801,000
Reconstruction, bituminous paving Routes 3 and 4, Annie Springs to rim	129,000
Hawaii Volcanoes National Park (Hawaii): Kalapana Rd., clearing, grading, drainage, and base course	832,000
Katmai National Monument (Alaska): Construct road, Brooks River to Windy Creek, 23 miles	100,000
Lassen Volcanic National Park (Calif.): Realine Route 1, construct bridge, underpass road, access roads, walks, and parking areas (including paving), southwest development area	345,000

Listing of projects amounting to $100,000 and over in the 1963 fiscal year roads and trails program—Continued

Region 4—Continued	
Mount Rainier National Park (Wash.), park general:	
Cougar Rock campground and picnic area, roads, and parking areas	$300,000
Recondition and pave Nisqually entrance road, 6.8 miles	363,400
Sequoia-Kings Canyon National Parks (Calif.):	
Grant Grove, reconstruct campground roads, 2.5 miles	100,000
Dorst Creek, reconstruct and resurface campground roads	160,500
Yosemite National Park (Calif.):	
Clearing and grading, 5.3 miles, Big Oak Flat Rd	800,000
El Portal, reconstruct roads, existing community, 2 miles	106,200
Crane Flat, campground roads, 3.7 miles	106,200
Region 5:	
Acadia National Park (Maine): Reconstruct and pave Bubble Pond Rd., Route 4 from intersection with Routes 10 and 7, 5.3 miles	600,000
Antietam National Battlefield Site (Md.): Construct Burnside Bridge bypass road and bridge	367,500
C. & O. Canal National Monument (Md.): Surfacing towpath (32 miles)	213,200
Region 6 (National Capital parks), District of Columbia: President's Park, reconstruct E St. and State Pl	230,000

Itemization of estimate—Construction (liquidation of contract authorization)

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$32,780,958	$38,394,135	$35,700,000	−$2,694,135
Unobligated balance brought forward (contract authorization)	−38,875,093	−40,094,135	−35,700,000	+4,394,135
Unobligated balance carried forward (contract authorization)	40,094,135	35,700,000		−35,700,000
Unfunded balance at beginning of year	51,052,500	55,052,500	59,052,500	+4,000,000
Unfunded balance at end of year	−55,052,500	−59,052,500	−29,052,500	+30,000,000
Appropriate to liquidate contract authorization	30,000,000	30,000,000	30,000,000	
Obligations by objects:				
11 Personnel compensation	5,621,846	5,807,420	5,700,840	−106,580
12 Personnel benefits	363,966	408,880	398,490	−10,390
21 Travel and transportation of persons	450,355	456,000	431,000	−25,000
22 Transportation of things	60,964	61,000	61,000	
23 Rent, communications, and utilities	123,492	125,000	125,000	
24 Printing and reproduction	37,724	40,000	40,000	
25 Other services	2,295,293	2,411,000	2,361,000	−50,000
26 Supplies and materials	658,713	746,000	721,000	−25,000
31 Equipment	195,732	204,000	204,000	
32 Lands and structures	22,972,864	29,128,835	26,418,670	−2,710,165
42 Insurance claims and indemnities	9			
Subtotal	32,780,958	39,388,135	36,461,000	−2,927,135
Deduct portion of foregoing obligations originally charged to object class 32		994,000	761,000	+233,000
Total obligations	32,780,958	38,394,135	35,700,000	−2,694,135

ZOO BYPASS PROJECT

Chairman HAYDEN. I note that included within the parkways portion of this request is $2,793,800 for the Rock Creek and Potomac Parkway, which in this case is the so-called zoo bypass project. How long in miles is the proposed construction, including the vehicular tunnel? How long is the tunnel itself?

Mr. WIRTH. Senator, we have a model of this project. Last year, you know, we had this in before the Senate and House committees.

Chairman HAYDEN. If you can just lay the model on these papers I do not think it will scratch.

Mr. WIRTH. This is the way it is at the present time. The question last year was, Would it be better to stay on this side, bridge across here, and come through here; and then come through here and bridge across at this location?

At the present time, here is Rock Creek Park and this is the Calvert Street Bridge. Now, the zoo people feel for their own protection that they have to close the gates here and here at sundown and open them at sunrise. At the present time with a ford here and a ford here, they must be closed in bad weather. We are closed a good part of the time and people coming down through Rock Creek Park on a drive are in bad shape for getting through. In fact, they cannot get through. We have been working with the Smithsonian people as to how to treat this whole thing.

We reached an agreement last year and they in the meantime have gone ahead with other studies for the zoo development. Last year the House committee and this committee asked us to make further studies on it before you would consider it.

We have made further studies. The Bureau of Public Roads people indicate it will cost us just about as much to undertake either of these two possible plans; but if we do this one [pointing at model] we still have the problem of night closing.

We also still have the problem of through traffic in the usable part of the zoo, and it would be of great help to the zoo to get this additional land without through traffic, even when it is open.

Our plan last year covered this same principle and we made a model this time because we felt it could be better explained; especially after we found out what the cost was of each of the possibilities.

BRIDGE AND TUNNEL PROPOSED

We are proposing the bridge here in place of the old ford here, and tunnel under here, and stay on this side of the creek and come up on this side and go through here. The Smithsonian is agreeable to transfer to us all the property on this side needed for this road up to here.

They have plans. I do not know whether they presented them to this committee or another committee for the development——

Senator MUNDT. Under your new plan would you leave the old road open for people who want to drive up there on Sunday afternoon and drive through the ford and have that pretty drive, or would you close that up?

PLANS OF ZOO MANAGEMENT

Mr. WIRTH. That would be turned over to the zoo people. Here is their plan for the development of the zoo with this additional land. They propose to change their road over here on this side and this would be all pedestrian. They are also figuring on, as is practically every recognized large zoo in the country, a sort of mass transportation system with little motorcars like they have at a lot of the world fairs, so that they can get around to these different things and park the cars on the edge.

You can still get through here and you tie into the parkway here, so you can come in here. While you will not be using that ford, you

will be able to get in the zoo and go on whatever roads they have available. Then they propose to take this part up here and make an animal hospital and experimental area and develop the whole zoo probably on this basis. The main thing they have to get out of the zoo is our through traffic which comes through in here and clutters it up.

ANIMAL HOSPITAL

Senator MUNDT. Are you going to have a Government animal hospital?

Mr. WIRTH. We are not.

Senator MUNDT. I do not mean you. I mean under the plan.

Mr. WIRTH. An animal hospital for the zoo.

Senator MUNDT. I see.

Mr. WIRTH. It is for their own animals, and they will most likely even have elephants they will have to send to the hospital. I never heard of an elephant going to a hospital, but I imagine they get sick like the rest of us.

Senator MUNDT. An elephant is a symbol of sturdiness.

Mr. JETT. Do you want to mention the added land?

Mr. WIRTH. Yes. By taking the road over here, we actually add 45 acres of unspoiled land from the standpoint of through traffic to the zoo.

Senator MUNDT. You are surely not going to be able to build all that for the same costs as this other, including the transportation system and all?

Mr. WIRTH. Oh, no. I am just telling you what the zoo proposes to do.

Senator MUNDT. You mean the highway would cost about the same?

COST OF PROJECT

Chairman HAYDEN. What would your cost be?

Mr. WIRTH. Our total cost is what, Mr. Smith?

Mr. SMITH. $2,793,800 for construction and $406,300 for paving later.

Senator MUNDT. A total of how much?

Mr. SMITH. $3,200,100

Senator MUNDT. And what would be the comparable cost of doing it at the lower level?

Mr. WIRTH. Approximately the same.

Senator MUNDT. Could you give us the exact figure?

Mr. WIRTH. We asked the Bureau of Public Roads to give us an estimate on it, and they said it would cost within $200,000 of what this one cost, without going into the details. We have all the detailed specifications drawn up on this proposal, including the specifications for the tunnel. This will still be, Senator, a park road and not a four-lane highway. It would be the same type of road we have through Rock Creek Park so it will be parklike in character. You can come off here and go into the parking area to get into the zoo or you can come off here, get into the zoo on any roads they might have, or come here and get into the zoo.

Senator MUNDT. How long will that tunnel be?

Mr. WIRTH. 600 feet.

Senator MUNDT. And that eliminates how many miles or feet of traffic that you would normally drive under the present route?

Mr. JETT. You mean the whole?

Senator MUNDT. You cut across here so I was just wondering.

Mr. WIRTH. About 1,200 feet just doing it this way as a rough measure, or about 2,000 feet at the most.

CLOSING OF ROAD

Senator MUNDT. This road would be closed then? You could not make that trip?

Mr. WIRTH. Well, what will happen, Senator, is as far as we are concerned this would be closed. All this land, without any through-traffic barrier, would be turned over to the zoo and the map I showed you was how they propose to use the additional land they will get without a through-road cutting them in half.

Senator MUNDT. There is a road there now?

Mr. WIRTH. There is a road on this side which crosses the ford, and then you come across this bridge with the sharp right angle and then you come up here. You can turn up here or come out on Harvard Street.

Senator MUNDT. That road, I take it, would be lost or abandoned?

Mr. WIRTH. Our park road would, yes. The zoo would have to have a road connecting up to their administration building and animal hospital.

Chairman HAYDEN. There will be no through-traffic?

Mr. WIRTH. No through traffic.

Senator MUNDT. As far as the public is concerned that part of the road is closed?

Mr. WIRTH. That is right. Until they get the development here they would need this road in here and they most likely would leave this one up in here. However, this I think is one of the really important links to straighten out a very bad condition, and I cannot urge it any more than just say that this is very high in our priorities now.

APPROVAL OF SMITHSONIAN BOARD OF REGENTS

Chairman HAYDEN. You have taken this up with the House?

Mr. WIRTH. Yes. The Smithsonian Board of Regents has approved this and has taken it up with the House in trying to get funds for going ahead with their zoo development there. What we do here will govern what they do and what they do will govern what we do.

After years of negotiations we are in complete accord and we would like very much to go ahead and get this one done.

GENERAL ADMINISTRATIVE EXPENSES

Chairman HAYDEN. For general administrative expenses you request $2,100,000 during fiscal year 1963, an increase of $519,000 over the amount available to you in fiscal year 1962. The justifications will be printed in the record.

(The justifications follow:)

NATIONAL PARK SERVICE—GENERAL ADMINISTRATIVE EXPENSES

HIGHLIGHT STATEMENT

Broad purpose and long-range objective of program

This appropriation finances certain administrative functions in the Washington office and the five regional offices incident to the fulfillment of the Service's many responsibilities. The administrative functions are general in nature and include the formulation of the Service's policies; the prescribing of procedures; information, safety, management analysis, and financial, personnel, property, and records management functions; and the overall executive direction and coordination of the various programs of the Service. The long-range objective is to have the Washington and regional offices in a position to discharge these administrative and executive direction functions in a manner that will facilitate fulfillment of the Service's multiple responsibilities to the maximum extent at the least possible cost.

Accomplishments during the past year

The accomplishments under the Service's programs during the past year, as discussed under the other appropriation headings, can be credited largely to the administrative functions financed under this appropriation. None of the programs could be carried forward without the administrative functions. In the field of financial management, a Visitor Fee Collection Handbook was completed in draft form and issued for field implementation to improve the control and handling of visitor fees collected by the parks. The Accounting Handbook was also completed and made ready for final review. The field finance office at Hawaii National Park was closed and its functions transferred to the region 4 office in San Francisco, Calif., with a net annual saving of $11,500. In the field of personnel management, recruiting circulars and brochures were improved and produced and the recruiting program for professional uniformed positions received further emphasis. A management development seminar was again conducted in the East for selected Service officials, and a 2-week training course was conducted for about 60 employees showing promise in the executive field. The transfer and promotion program was revised to serve better the objectives of both employees and management. A Wage Administration Handbook was completed and issued for the guidance of field officials in establishing ungraded employee salary rates and in administering other aspects of the program. In the field of property and records management the Motor Equipment Management Handbook was completed and distributed, supply operations for the larger parks improved, and continuation of the records disposal program resulted in the net decrease of 2,934 cubic feet of files.

Objectives and program for budget year

The objectives for the budget year, as well as the long-range objective, are to continue to discharge the administrative and executive direction functions in the most effective, efficient, and economical manner, and to facilitate the prosecution of all of the Service's diversified programs to the maximum extent possible.

The budget includes an increase of $383,000 for the salaries and expenses of certain staffs in the Washington and regional offices which are now proper for financing under this appropriation, but which are being financed from construction funds; $100,000 for new positions in the Washington and regional offices to help meet increases in the administrative workload and to strengthen the safety program; and $36,000 to cover increased administrative printing requirements and additional general expense needs of the present administrative staffs.

General administrative expenses

Appropriation 1961	$1,485,000
Supplemental appropriation 1961	96,000
Total amount available 1961	1,581,000
Appropriation 1962	1,581,000

SUMMARY OF INCREASES, 1963

Salaries and expenses of certain positions currently financed from construction funds but which are now proper for financing under this appropriation	383,000
Salaries and expenses of 6 additional positions to strengthen the safety program	54,500
Salaries and expenses of 4 additional positions to help meet increases in administrative workload	45,500
Additional general expenses funds for existing staffs	31,000
Additional funds for administrative printing	5,000
Net change, 1963	519,000
Budget estimate, 1963	2,100,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
1. Departmental expenses	$1,005,021	$1,005,830	$1,295,000	$289,170
2. Regional office expenses	573,292	575,170	805,000	229,830
Unobligated balance no longer available	2,687			
Total	1,581,000	1,581,000	2,100,000	519,000

1. Departmental expenses

Subactivity	Amount available, 1961	Amount available, 1962	Estimate 1963	Increase
(a) Personnel compensation and benefits	$863,610	$865,000	$1,109,000	$244,000
(b) General expenses	112,479	115,830	156,000	40,170
(c) Administrative printing	28,932	25,000	30,000	5,000
Total	1,005,021	1,005,830	1,295,000	289,170

1. *Departmental expenses.*—The estimate of $1,295,000 is an increase of $289,170. The increase consists of (1) $203,000 for financing the Mission 66 staff, the Office of Program Coordination staff, and three positions in the Division of Information under this appropriation. They are now being financed from construction funds; (2) $65,500 for six additional positions needed to meet the increased workload, including general expense funds for the new positions; (3) $5,000 to meet increased administrative printing requirements; and (4) $15,670 to meet requirements of the present staff for general expense funds.

Need for increase.—Since the commencement of Mission 66, there has been a constant increase in the administrative workload of the Washington office. This is evidenced by the increase in the Service's new obligational authority from $52,712,000 in 1956, the last year before the beginning of Mission 66, to $111,978,343 in 1962. Provision for meeting a small amount of the increased workload was made in the 1960 appropriation through an increase for six positions and a small amount for general expenses. No other provision has been made for additional staffing since Mission 66 started. In addition to the increase in workload that has come about, changes in organizational unit responsibilities make the costs of two units and a portion of another proper for financing from

general administrative expenses funds rather than from construction funds as is now the case.

New obligational authority has increased over 112 percent during the Mission 66 period while the general administrative expenses appropriation has increased only 26 percent. During that period the general administrative expenses funds have progressively diminished in comparison with the total program as follows:

Fiscal year	New obligational authority	Appropriated for general administrative expenses	Percentage of total
1956	$52,712,000	$1,250,000	0.0237
1957	61,720,000	1,250,000	.0202
1958	76,981,530	1,390,650	.0180
1959	81,962,600	1,429,300	.0174
1960	83,417,000	1,475,000	.0176
1961	95,418,000	1,581,000	.0165
1962	111,978,343	1,581,000	.0141

The increases requested are discussed more specifically in the following:

To provide for financing under this appropriation the Mission 66 staff, the Office of Program Coordination staff, and three positions in the Division of Information currently financed from construction funds, $203,000

When first established as organizational units, the Mission 66 staff and the Office of Program Coordination were concerned principally with the formulation and execution of the Service's construction programs. Also, in the early days of Mission 66, the Division of Information had to be expanded by three positions to handle the greatly increased workload brought about by the Mission 66 construction program. As the major part of the effort of the employees involved was concerned with the construction programs, their salaries and expenses were, and are now being, financed from construction and construction (liquidation of contract authorization) funds.

As the Mission 66 program has progressed, the portion of the overall effort of the Mission 66 staff and the Office of Program Coordination benefiting the construction programs has diminished and the portion benefiting all other programs has increased to the point where the construction programs are no longer the principal beneficiaries. The same is true with respect to the three positions in the Division of Information. Accordingly, provision should be made for the salaries and expenses of the positions involved in the general administrative expenses appropriation. Aside from the question of propriety of continued financing from construction funds, such financing reduces the amounts that would otherwise be available for development of facilities in the parks. The following statement shows the number of positions and the total amount required including general expense funds for financing the functions under the general administrative expenses appropriation:

Organizational unit	Number of positions	Fund requirements
Mission 66 staff	8	$90,000
Office of Program Coordination	10	90,000
Division of Information (portion)	3	23,000
Total	21	203,000

Six additional positions needed to meet the increased administrative workload, including general expense funds, $65,500

The new positions requested under this heading and the amount required for salaries and general expenses are as follows:

Division of Safety: Assistant safety officer, GS-13; Statistical clerk GS-6	20,000
Division of Personnel: Assistant training officer, GS-12	11,000
Division of Budget and Finance: User charges officer, GS-13	12,500
Division of International Cooperation: Chief of division, GS-15; clerk-stenographer, GS-6	22,000
Total	65,500

Division of Safety.—The Service's safety staff now consists of a safety officer and a secretary in the Washington office. With this limited staff it is not possible to formulate and implement a fully effective safety program thoughout the Service.

Accidents and fires involving Service employees, Government property, visitors, and contractor and concessioner operations and personnel result in unnecessarily large annual losses, not only in money, but in efficiency, morale, and suffering, and in maintaining good public relations. For the calendar-year 1960, the direct total loss to the Service was $436,604. This figure does not include losses suffered by the concessioners, contractors, or the public. The indirect losses from accidents and fires such as the cost of accident investigation, processing of tort claims, etc., are considered to be from two to four times greater than the direct losses.

It is impossible at the present time for the chief safety officer to spend any time in the formulation and administration of an effective safety program throughout the Service. All of his time is now spent in handling current policy, technical, and miscellaneous matters relating to the numerous operations and activities. The tremendous increase in visitor use of the parks, the Mission 66 program, and other activities such as boating, camping, and winter-use, have resulted in a tremendous workload for one man even in the handling of current matters.

To provide a minimum of badly needed safety personnel, this estimate proposes the addition of an assistant safety officer and a statistical clerk to the Washington office staff and the establishment of safety staffs in two of the regional offices; one to serve the eastern park areas and one to serve the western areas. The two regional staffs would consist of two positions each—a safety officer and a secretary. This additional staffing for an effective safety program is long overdue. The two additional positions for the Washington office are requested in this item. Two regional office staffs are requested in activity 2.

Division of Personnel.—The additional training officer position requested for the Division of Personnel is vitally needed to assist the training officer, GS-13. The passage of the Government Employees Training Act of 1958 (Public Law 85-507) has generated considerable additional workload for the training officer and this increase in volume unquestionably will continue to mount. The training officer, unassisted, has not been able to set up guidelines for a formal program under the Government Employees Training Act or to do other things which would make use of the provisions of the Training Act more effective. These things include an intensive and continuing study of training needs which could be met through use of outside facilities, reports on these needs, and establishing criteria for the selection of employees to receive the benefits of training in outside facilities. The additional training officer position requested will provide more nearly adequate leadership and assistance in management development, supervisory training, instructor training, orientation, safety training, etc., which are vital for the improvement of the career service of the Bureau. It is impossible for the training office, unassisted, to plan and execute a training program for a bureau of the size and complexity of the National Park Service. The pressures on the single training officer are mounting steadily and there are many demands on his time which he simply cannot meet.

With the additional position requested, it would be possible to do the following which now cannot be done:

1. Work up formal orientation programs for the Washington office and pattern programs and guidelines for field offices.

2. Develop manuals for supervisors to use in orientation training and in developing their staff members.

3. Plan and conduct supervisory training sessions. (Considerable progress has been made on executive training and management training, but nothing at all has been done on supervisory training and this is one of the greatest needs.)

4. Make field visits to advise on and assist in and evaluate park training programs.

5. Assist the training officer in conducting management seminars. (Hitherto this has of necessity been a one-man job. Management seminars, properly conducted, involve a tremendous amount of planning and detail. It is too much to expect one man to handle, along with the other work a training officer necessarily must do.)

6. Provide coverage and continuity here in Washington when the training officer is in the field, as he should be a considerable portion of the time.

Division of Budget and Finance.—One of the items in the President's special message to the Congress of February 23, 1961, on natural resources had to do with fees and other user charges at all types of Federal natural resource projects and areas. Even before the date of the President's message on natural resources, this Service had under consideration the need for a comprehensive review of its visitor fee system in the light of the many additional services and facilities that have been provided in the parks under Mission 66, and the need to intensify its day-to-day review of the system following whatever changes that may result from a comprehensive study.

Through the years the Service has adhered to a policy of not charging visitor fees in a park until adequate services and facilities have been provided to warrant such action. Adequate services and facilities are now available, or soon will be available, in many of the existing parks where no fees are now charged. As new parks are added to the System, full consideration and study should be given to the charging of appropriate visitor fees. The fees being charged in the various parks should be constantly reviewed to insure that they are fair and equitable, are in accordance with governing policies and principles, and that the full revenue potential is being realized within the governing policies and principles.

The staff functions incident to management of the Service's fee system are now being handled in the immediate office of the Chief of Budget and Finance. No special staff has been provided for this function, the workload incident to which is expected to increase substantially as time goes on. Aside from the continuing study and review that are required to keep the fees system up-to-date, there is also a heavy workload of correspondence to be handled, as well as oral inquiries concerning the fees that are being charged. To intensify efforts to realize the full revenue potential and to insure the charging of just and equitable visitor fees the estimate requests funds for the establishment of a user charges officer position to assist the chief of budget and finance in carrying out this important function.

Division of International Cooperation.—As the accepted historical and natural leader in national parks and related economic, conservation, and scientific activities, the National Park Service has responsibilities that have come about automatically which extend throughout the world. In the past, the Washington office of the Service has divided the resultant workload among its various organizational units. This practice has had to be accepted as the best that could be done within the limitations of funds and personnel. In recent months, however, the volume has become so great that the proposal to establish an office for the purpose has been thoroughly studied following which a skeleton office has been set up on a pilot basis.

This estimate proposes the firm establishment of such an organizational unit in the Washington office to handle this important function and thus relieve the other organizational units of workload that impedes the accomplishment of the functions for which they are basically responsible. The personnel of the new office must be thoroughly informed on all matters pertaining to the philosophy, objectives, and activities of the National Park Service, including economic values, physical facilities, legislation, planning, development, operations, organization structure, and benefits and use. The personnel must be competent to conduct foreign relations work effectively and efficiently in order to best serve the world interests of the United States. The office would coordinate National Park Service operations with related operations of American as well as of foreign national and international agencies. The operations of the organizational unit would be

tailored to fit within the framework of the programs of the Department of State and the Agency for International Development. To establish the organizational unit, this estimate provides for the position of a chief (GS–15) and a secretary (GS–5). If the unit is not provided for, the workload will have to be handled, on a less than efficient and satisfactory basis, by other organizational units at the expense of depressing the progress of other programs.

Increased administrative printing requirements, $5,000

There has been no increase in the amount provided for administrative printing during the past 10 years. The increased cost of printing and the materials required therefor that have taken place during that period, coupled with increased requirements of printed material incident to the Service's expanded operations, have rendered the present printing allowance of $25,000 inadequate. Administrative printing costs under this appropriation for the 1961 fiscal year totaled $28,932 during which period it was necessary to charge some of such costs to program funds in order to satisfy requirements. The increase of $5,000 requested is essential if the administrative printing needs of the Service are to be met.

Increased general expense funds for present staff, $15,670

Periodic within-grade promotions, increases in per diem and mileage rates, the necessity of absorbing a portion of the salary-increase costs authorized by Public Law 86–568, and position reallocations brought about by increased responsibilities incident to the expanded programs have progressively reduced from year to year the amount available under this appropriation for general expenses. The situation forces the charging of some travel and other costs to program funds that properly are for financing as general administrative expenses. With the expanded operations, personnel turnover has increased substantially with the result that the number of Washington office vacancies filled by transfer of field employees has risen, thereby increasing travel and transportation costs. An example of such an item was the recent transfer of an employee from Yosemite National Park to the Washington office at a total cost of $1,712. The amount requested in this estimate, while representing an increase of approximately 13.5 percent over the amount allocated for the purpose in the 1962 fiscal year, must be provided if the Service is to discharge adequately its administrative responsibilities and if program funds are not to be used for general administrative purposes.

Plan of work.—The program contemplates provision of executive direction and the performance of certain administrative functions in the Washington office in support of all Service programs.

2. Regional office expenses

Subactivity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase
(*a*) Region 1 office	$113,024	$113,070	$168,570	$55,500
(*b*) Region 2 office	115,042	115,480	155,980	40,500
(*c*) Region 3 office	113,842	114,450	154,950	40,500
(*d*) Region 4 office	113,208	113,650	166,480	52,830
(*e*) Region 5 office	118,176	118,520	159,020	40,500
Total	573,292	575,170	805,000	229,830

2. *Regional office expenses.*—The estimate of $805,000 is an increase of $229,830. The increase consists of (1) $180,000 for financing under this appropriation the salaries and expenses of the program coordination staffs which are now being financed from construction funds (2) $34,500 for four additional positions needed to establish safety organizational units in the regions 1 and 4 offices, including general expense funds for the new positions, and (3) $15,330 to meet requirements of present staffs for general expense funds.

Need for increase.—What was said under activity 1 concerning the increased administrative workload in the Washington office since the beginning of Mission 66 is equally true with respect to the regional offices. No additional staffing has been provided under the appropriation for the regional offices since the commencement of Mission 66. The situation explained under activity 1 with re-

spect to the Office of Program Coordination staff in the Washington office is the same in the regional offices.

The increases requested are discussed more specifically in the following:

To provide for financing under this appropriation the salaries and expenses of the offices of program coordination which are currently financed from construction funds, $180,000

The situation that has developed with respect to the financing of the program coordination staffs in the regional offices is the same as that in the Washington office as explained in activity 1 under a similar heading. It is necessary that funds for the salaries and expenses of those organizational units be provided under the general administrative expenses appropriation if the integrity of the appropriation structure and the proper budgeting thereunder is to be maintained. As stated under activity 1, the question of propriety of continued financing of these costs from construction funds notwithstanding, such financing reduces the amounts that would otherwise be available for development of facilities in the parks. The increase of $180,000 requested under this item will provide for the salaries and expenses of 19 positions in the 5 regional offices comprising the program coordination staffs.

Four additional positions needed to establish a division of safety in each of the regions 1 and 4 offices, $34,500

As indicated in the justification for the increase in the departmental expenses activity, no provision is made in the present regional office staffing for the prosecution of safety and health programs. It is proposed to establish two field safety officer positions, one with headquarters in the region 1 office in Richmond, Va., and one with headquarters in the region 4 office in San Francisco, Calif., and a clerk-stenographer position to serve each. The field safety officers would work with field officials in charge of the parks and offices to lower the number of visitor and employee accidents and reduce the cost to the Federal Government under the Tort Claims Act and the amounts paid out annually in employee injury compensation cases. The increases in the number of Service and concessioner employees and the continued increase each year in visitor use of the parks emphasize the importance of giving more serious consideration to the Service's safety and health programs.

Additional general expense funds for present staffs, $15,330

The situation obtaining in the regional offices with respect to the need for additional general expense funds is the same as that obtaining in the Washington office as explained under activity 1, "Departmental expenses." The increase will provide an average of $3,066 for each regional office.

Plan of work.—The program contemplates provision of executive direction and the performance of certain administrative functions in the regional offices in support of all Service programs.

Itemization of estimate—General administrative expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increases
Program and financing:				
Total obligations	$1,578,313	$1,581,000	$2,100,000	$519,000
Unobligated balance	2,687			
Appropriation	1,581,000	1,581,000	2,100,000	519,000
Obligations by objects:				
11 Personnel compensation	1,272,143	1,269,000	1,690,000	421,000
12 Personnel benefits	94,221	94,000	127,000	33,000
21 Travel and transportation of persons	82,085	84,000	110,000	26,000
22 Transportation of things	5,391	7,000	9,000	2,000
23 Rent, communications, and utilities	32,312	35,000	42,000	9,000
24 Printing and reproduction	49,868	52,000	58,000	6,000
25 Other services	21,897	24,000	35,000	11,000
26 Supplies and materials	7,942	8,000	12,000	4,000
31 Equipment	12,454	10,000	17,000	7,000
Total obligations	1,578,313	1,581,000	2,100,000	519,000

USE OF ADDITIONAL FUNDS

Chairman HAYDEN. Would you care to explain briefly the need for these additional funds?

Mr. WIRTH. Through the years in carrying out our program, due to a lack of administrative funds, we have been carrying certain functions under our construction funds in our general overall park service activities. For instance, on page 185 it will show that we have been financing our special Mission 66 staff of eight people with those funds to try to keep things in balance, as well as the office of our Program Coordinator, which is headed by Mr. Smith here and his counterparts in the regional offices, and a certain portion of our Division of Information, because we just had to keep things moving.

This budget request would provide $203,000 for those positions under the general administrative expenses funds and would accordingly relieve our construction funds; also for the same thing affecting the regional offices, $180,000. Those are all transfers of recurring costs to funds where they should properly be.

ADDITIONAL POSITIONS

It also provides for 6 additional positions in Washington and 4 in the regions, new positions; so that is a total of 10 new positions and the transfer of existing personnel over to another item.

NATIONAL PARK SERVICE—ADMINISTRATIVE PROVISIONS

Chairman HAYDEN. We will put in the record this statement entitled "Administrative Provisions," which has to do with your request for authorization to purchase 159 passenger motor vehicles, 125 for replacement and 34 additional.

(The information referred to follows:)

Authorization is requested for the purchase of 159 passenger motor vehicles of which 125 are for replacement only, including not to exceed 57 for police-type use the cost of which may exceed by $300 each the general purchase price limitation for the current fiscal year.

The vehicles to be replaced will be within the age or mileage standards for replacement as prescribed by the General Services Administration. Many of them are used for patrol purposes and law-enforcement functions by employees such as park rangers and the U.S. Park Police, and often at high speeds for the apprehension of speed and other violators. They must, therefore, be in good condition to insure safety of the operator and the public. Many of the vehicles operated by the Service are used in rugged mountainous and desert terrain and under trying weather and road conditions. The geographical location of many areas, far from railheads or other populated centers where Government business is transacted, makes it mandatory to use this type of transportation.

Vehicles to be purchased:	
Number	159
Estimated gross cost	$267,750
Old vehicles to be exchanged:	
Number	125
Estimated allowance	$42,765
Net cost	$224,985
Old vehicles still to be used	299

Expansion of the Service's activities under the Mission 66 program has brought about the need for additional passenger motor vehicles. Additional park ranger and interpretive positions are provided for in the increased funds requested for the parks for which passenger motor vehicles will be required. Additional vehicles are necessary to more nearly meet the needs of the present staffs in existing parks. Passenger motor vehicle transportation is also essential in administering new areas added to the system. The 34 additional vehicles included in the budget are all required to fill these needs. The vehicles are distributed as follows: Six for new parks, 22 for additional ranger and interpretative personnel and to supplement the needs of the present staffs in existing parks, 2 for the new Eastern Training Center, and 4 cruisers for the U.S. Park Police.

The language will permit the Service to purchase special features of equipment for vehicles used for law-enforcement or police-type activities exceeding in cost the maximum amount established for the purchase of any passenger motor vehicle. In the discharge of its responsibilities the Service will need to purchase 57 cars equipped as police cruisers in 1963. They are required for patrolling such areas as the George Washington Memorial, Baltimore-Washington, Suitland, and Blue Ridge Parkways, and roads in the larger parks. Special features of equipment for police-type vehicles include heavy-duty front seat and upholstery, heavy-duty police-type engine, safety belt, safety padded sun visor and dashboard, special safety tires and tubes, and heavy-duty chassis, springs, and shock absorbers, and heavy-duty alternators.

ARCHEOLOGICAL INVESTIGATIONS AND SALVAGE PROGRAM

Chairman HAYDEN. Have you any questions, Senator Mundt?

Senator MUNDT. Yes. In your justifications, you discuss the archeological investigations and salvage program, the historic sites survey, and the historic American buildings survey.

In connection with the archeological investigations and salvage program, have you done anything in the Missouri Basin out in South Dakota on land to be flooded by the big dams? I know there the universities, and the Smithsonian here, have done some work.

Are you cooperating in this work? Do you plan something further or do you do something independently?

Mr. WIRTH. We are doing that, Senator, with reclamation money and no doubt—I would like to look in the record—we have been employing under contract the universities and the Smithsonian. The work they are doing under the contract for us is with money that we have obtained through the Bureau of Reclamation for the Missouri Basin work.

Senator MUNDT. I was wondering. If you search the record you may find this is all under contract with you. I did not know whether it was that, or whether it was done independently, or what coordination there is.

Mr. WIRTH. I can assure you there is full coordination. Just where the money is coming from is something I would have to run down, but we do a lot of that work in the various States. As the chairman knows, we use certain facilities in Arizona, the museum and the university, the same way in New Mexico, and Utah.

We have our own salvage program staff, but we keep this as a nucleus, and do as much as we can under these contracts. We get twice as much out of it that way because the contractors contribute a little bit.

Senator MUNDT. Yes; I am not at all critical of the program. I simply mention it because whatever is going to be done and not left undone in the Missouri River Valley as far as South Dakota is con-

cerned is going to have to be done pretty fast because these dams are filling up.

Mr. WIRTH. Yes. May we submit a full statement on that?

(The information referred to follows:)

STATEMENT OF ARCHEOLOGICAL INVESTIGATIONS AND SALVAGE WORK IN SOUTH DAKOTA

For the past 15 years the National Park Service, with funds transferred to it by the Bureau of Reclamation, has been actively cooperating with the Smithsonian Institution and local universities or other cooperative agencies in the interagency archeological salvage program in the Missouri River Basin.

Field excavations are conducted in the late spring, summer, and early fall; with cleaning, cataloging, and analysis, as well as report writing on the material recovered going on in the wintertime. During last summer's field season, with funds transferred to it by the National Park Service and also with a grant from the National Science Foundation, the Smithsonian Institution had five field crews out and there were five other cooperating institutions working in the Missouri River Basin under contract with the National Park Service.

Specifically in South Dakota, Smithsonian had a field party in the Big Bend Reservoir, central South Dakota, investigating a series of 10 mound sites. A second party was in the lower portion of Big Bend Reservoir excavating a prehistoric Indian village site.

The third Smithsonian party worked in the Oahe Reservoir, just south of Mobridge, recovering a rather unusual prehistoric fortified Indian village. A fourth Smithsonian party excavated important Indian burials from the Sully site, 19 miles northwest of Pierre, S. Dak.

Of the five cooperating local institutions, two worked in South Dakota. One was the University of Nebraska spending a second season at the Leavenworth site in the Oahe Reservoir and the other a University of South Dakota crew investigating sites in the Gavins Point and Fort Randall Reservoir areas where shoreline sites were being exposed and eroded by these already filled reservoirs.

In the coming field season of calendar year 1962, the Smithsonian Institution plans to continue their investigations in the Oahe and Big Bend Reservoir areas of South Dakota. The National Park Service has programed funds for further cooperative work with the University of South Dakota in the Fort Randall area. In addition it has programed to investigate sites in six other reservoir areas in the Missouri River Basin by utilizing the services of various local institutions under contract with the National Park Service.

SURVEY FOR ADDITIONAL PARK SYSTEM UNITS

Senator MUNDT. Fine. On page 9 of the justification you state that 61 areas, including 3½ million acres were investigated in the field or were inventoried for possible consideration as units in this system. Do you mean the overall park system, or can you give us a breakdown of where these 61 areas are?

Mr. WIRTH. That reference is to the national park system.

Senator MUNDT. You are not exploring any areas outside the system?

Mr. WIRTH. These investigations are of areas that might be included in the system.

Senator MUNDT. That is what you mean?

Mr. WIRTH. Yes.

Senator MUNDT. You are then surveying possible additions?

Mr. WIRTH. That is right.

Senator MUNDT. To the system?

Mr. WIRTH. That is right.

HOME OF LINCOLN'S TEACHER

Senator MUNDT. Would that survey or any other program that you have in your justifications include a study, or investigation, or whatever you call it, in connection, for example, with the home of the teacher of Abraham Lincoln, Mentor Graham, out in Blunt, S. Dak.? I have had some correspondence about that. Do you feel that the home of the teacher of President Lincoln, whose home is still there, might have some historic national significance?

Mr. WIRTH. I doubt very much whether we have investigated anything on that, Senator. As far as I am concerned, this is the first time I have heard of it.

Senator MUNDT. Could you do so under this authority or under this money? We need your professional guidance to know whether or not this comes within the criteria.

Mr. WIRTH. It would come under the historic sites surveys. We investigate everything that has any possibility that is brought to our attention; including those that we know of ourselves. Then we grade them in accordance with our ideas as to their importance from the viewpoint of national history; and then we have the advisory board which reviews our studies and makes separate recommendations to the administration.

Senator MUNDT. Do you have people out there in some regional office that could take a look-see at this and figure out where this fits into the scheme of things?

Mr. WIRTH. Yes, we do operate out of our regional office.

Senator MUNDT. Will you so operate and take a look at this?

Mr. WIRTH. I will take this as an official request and we will certainly do so.

HISTORIC BUILDINGS IN SOUTH DAKOTA

Senator MUNDT. Thank you very much. You have mentioned in your statement the four South Dakota structures in the historic American buildings survey. Could you supply for the record where they are?

Mr. WIRTH. Yes, sir.

Senator MUNDT. Thank you. Unless you have them handy, you may supply them for the record.

Mr. WIRTH. I do not have them right here.

Senator MUNDT. Will you supply them for the record then?

Mr. WIRTH. Yes, sir.

(The information referred to follows:)

List of South Dakota structures in the historic American buildings survey

Structure	Town or vicinity, and county	References
Blacksmith shop and barracks	Pierre vicinity, Armstrong	Built 1880. Site of Fort Bennett and Oahe Reservoir.
Bon Homme Mill	Tabor, Bon Homme	Built 1875. Colony of Hutterian Brethren, a communal group with extensive farm holdings.
Oahe Congregational Mission	Pierre vicinity, Hughes	Built 1877. 1 story, clapboard, with corner tower and belfry.
St. John's Episcopal Mission	Cheyenne River Indian Reservation, Dewey.	Built 1885–86 near Fort Bennett. Relocated 1892–93. Clapboard chapel and rectory.

SOIL AND MOISTURE CONSERVATION WORK

Senator MUNDT. In connection with your justification on page 10 of the justifications, can you give a little more detail? I notice you are planning to spend $93,000 for soil and moisture conservation work, and it would seem to me that this would fall into the functions of the Soil Conservation Service, or some other branch of the Department of Agriculture, and I am just curious to know why it is being done by the Park Service.

There must be some good reason for it, but it does not occur to me.

Mr. WIRTH. It has to do with soil erosion within the park areas that has been caused by overuse. Of course, as you know, we have perhaps some of the finest, biggest erosion areas in the world in the badlands, for instance, and in Grand Canyon. Then there are other areas where we have heavy camping use, and so forth, where we are constantly fighting erosion. We also have taken over depleted lands in new areas, and there are still some in old areas that have not come back from the overuse.

Senator MUNDT. It is a job that needs to be done. My question goes to the point of whether you could not contract that out to the Soil Conservation Service. It seems that would be in the interest of economy. You would be drawing upon a service that specializes in that work, contracts for archeological work with the Smithsonian.

Mr. WIRTH. If the program was sufficiently large we could do that. We do use their technicians, and borrow their techniques like we do with the Forest Service on firefighting, and with the Public Health Service on health matters, but most of our conservation work is done with the maintenance force in the parks and $200,000 divided between close to 200 areas is a small amount.

It is not a big erosion job that the Soil Conservation Service would come in and do. They would have to organize and come in and the overhead would eat up this money before we get started.

I do not think there is any conflict of interest and they have been very cooperative in giving advice from time to time and dropping by and seeing various places.

SOUTH DAKOTA PARKS

Senator MUNDT. You list in your tabulation on page 42 the following expenditures for South Dakota parks: An increase of $9,000-plus for the Badlands; an increase of $11,000-plus for Mount Rushmore, an increase of $10,000-plus for Wind Cave, and an increase of $3,000-plus for Jewel Cave. Can you tell me generally what these increases will mean at each place? What will be done, or would you rather supply it for the record?

Mr. WIRTH. I can give you exact details of what they would be. On the Badlands, it most likely has to do with the equipment and so forth necessary for proper maintenance, because it does not show any permanent new positions; and it may also include some temporary positions which we do not show here for summer use to handle the crowds, and operating some new facilities; but I can give you the detailed breakdown on that if you wish.

Senator MUNDT. Yes, I would like to have it so I can check it with the correspondence I have had from those areas.

Mr. WIRTH. Yes, sir. I can assure you, though, that the superintendents have not gotten all that they wanted for the areas.

Senator MUNDT. I would imagine that because the increase seems modest. It looks to me like they might simply involve an additional individual or so and perhaps an increase in pay for people who are there, upgrading, and so forth.

Mr. WIRTH. Some reclassification, some salary increases; but that raises one more point. When you talk of an increase for management and protection of so many millions of dollars and when you figure how many areas you have and you start dividing it up to meet the requests, it spreads itself fairly thin.

Senator MUNDT. If there are items involved in here, including equipment, or facilities, and so forth, that is what I am interested in primarily.

Mr. WIRTH. Yes. We will give you a complete breakdown of those areas in South Dakota.

(The information referred to follows:)

BREAKDOWN OF INCREASES FOR PARKS IN SOUTH DAKOTA, MANAGEMENT OF PARK AND OTHER AREAS, "MANAGEMENT AND PROTECTION" APPROPRIATION

Principal factors for which increased funds are requested for the following parks are the operation of newly constructed Mission 66 facilities, and higher operation costs brought about by increased visitor use and extension of the operating season. The increases are summarized as follows:

	Amount
Badlands National Monument:	
Temporary employment (park ranger, clerk-typist and charwoman) 1 man-year	$4,042
General expenses, including supplies, materials, utilities, and personnel benefits	5,375
Total	9,417
Jewel Cave National Monument:	
Temporary employment (park ranger, park naturalist, and clerk-stenographer) 0.5 man-years	2,200
General expenses, including supplies, personnel benefits, and equipment	814
Total	3,014
Mount Rushmore National Memorial:	
Temporary employment (caretaker, clerk-typist, and park ranger) 1.2 man-years	5,100
General expenses, including supplies, materials, personnel benefits, utilities, etc	3,244
Pickup truck for use of protective staff	1,325
Equipment, including chairs, desks, etc., for new visitor center	2,082
Total	11,751
Wind Cave National Park:	
Temporary employment (naturalist and park ranger) 1.3 man-years	5,480
General expenses, including supplies, materials, travel, utilities, personnel benefits, etc	5,043
Total	10.523

MOUNT RUSHMORE SOUND AND LIGHT PROGRAM

Senator MUNDT. As you know, you and I have had a lot of correspondence about the sound and light program proposed for Mount Rushmore and you are still entitled to an unbudgeted lunch at my expense sometime, if we can find a happy moment when both of us can get together.

Mr. WIRTH. I can assure you I am going to collect it.

Senator MUNDT. You have indicated to me that you have plans underway now for the development of this type of portrayal in some of our national parks and if my memory is right—you correct me if it is wrong—you are far enough along so about the Fourth of July you are going to initiate a program of this kind at Independence Hall.

Can you give me a rundown of what is happening along these lines because, as you are well aware, this type of program has proved phenomenally successful at the Sphinx, and at the Acropolis, and other places; Versailles, I believe, in Europe.

PROGRAM AT ST. AUGUSTINE

Mr. WIRTH. We have two projects of this type that will come into effect within the next few months. One is the Castillo de San Marcos in Florida.

Senator MUNDT. That is the first white home in America?

Mr. WIRTH. It is the old Spanish fort we have there. We have let a contract with the concern that has the know-how from Europe on this type of thing.

Senator MUNDT. Phillips?

Mr. WIRTH. On the basis of no cost to the Government, but as an income proposition to try it out at Castillo de San Marcos.

Senator MUNDT. Much like you let a concession for a souvenir stand, or something?

Mr. WIRTH. That is right. It is a 1-year contract to see how it works out. We want to go into this sort of thing cautiously and carefully. It is new to us and we do not want to make any mistakes. Up in Philadelphia there was a grant of funds, as you know.

INDEPENDENCE HALL

With a donation of funds we have an analysis going forward on a light and sound program at Independence Hall. We fully expect to go ahead with that. I think the tentative date is a little before July 4. Do you recall, Mr. Price?

Mr. PRICE. We have a proposed contract under study now, Mr. Wirth, which would be with Illumadrama, Inc., for the installation and operation of the sound and light program at the center.

Senator MUNDT. Would that be done the same way as the one at St. Augustine; that is, you make a contract like a concession?

Mr. WIRTH. That is right. We are trying to do it without any cost to the Government. As a matter of fact, I am to go up to Philadelphia this afternoon, if we get through in time. I will also be there tomorrow at an advisory board meeting and this will be one of the things under discussion.

COST OF INSTALLATION OF SOUND AND LIGHT PROGRAM

Senator MUNDT. Either off the record or on the record—I do not want to embarrass your contract negotiations—I would like to get some idea of how expensive an installation of this type would be.

Mr. WIRTH. It is quite an expensive proposition—I do not have the figures—because we will require, certainly at Independence Hall, protection to prevent damage to the structure and will insist on the complete hiding of all the lighting equipment when it is not in use.

If we just wanted to put the things outside and show them on the building at nighttime, that is one thing; but we have thousands and thousands of people going through there every day and we cannot jeopardize the building.

I might say that I met with the committee on Saturday. They have been wanting to do one up at Gettysburg. It would be out in the open and all over the field. I was scared of it and I turned it down for the time being until we know more about it. It would have lights in the trees and along the fences and, while the wires would be underground, we would have to have a big parking area out in the battlefield we are trying to preserve.

In connection with the Gettysburg centennial, the committee from Pennsylvania has agreed to put it on the shelf for the time being and plan to have something else for the centennial up there.

The State has $100,000 available to help on the centennial.

PLANS FOR GETTYSBURG STUDY

Senator MUNDT. While you are talking about Gettysburg, I notice that you are planning the preparation of an authoritative and modern military study of the Battle of Gettysburg to be used for development and interpretative purposes. You state also that you can complete this comprehensive study of all aspects of this great military event which was the turning point of the Civil War.

That arouses my curiosity. I can remember West Pointers telling me for years how they have studied the Battle of Gettysburg as part of the textbook training that they get at West Point; and I remember one distinguished general who told me a lot about that.

Have not all those aspects been studied and analyzed by military experts long ago? Is this something which is just now being undertaken?

Mr. WIRTH. This is my personal opinion without talking to our historians, but I am inclined to believe from the standpoint of the study of a military operation the answer is "yes"; but from the human interest standpoint that is needed to bring this thing alive to the lay person who goes there, there is a lot missing. We feel the full story should be analyzed completely, and we do know a lot of it has come about by some, perhaps unintentionally, but perhaps not proper, interpretation of certain things that ought to be checked and rechecked. Sometimes they become word-of-mouth stories of events without proper basis.

We would like to make a check and recheck on the events and come out with the true story as it would affect not the military man but the layman who is coming there now.

Senator MUNDT. From that point I agree with you completely. I think there is work to be done there, but I would think that there

must be literally hundreds of books and documents written on the military aspects; and from the standpoint of the military training and from the standpoint of the value to soldiers and military leaders I do not think we could contribute much there.

However, from the standpoint of portraying the story accurately and effectively, as glamorously as possible, I would agree.

HISTORICAL ACCURACY

Mr. WIRTH. Let me point out one example of what we have in mind. Take Independence Hall, or take the place where Lincoln died down here. I think you will find anywhere from 10 to 20 paintings and pictures of what took place there, and no two of them are alike; not as far as the people are concerned, but as far as the room appearance itself goes.

They all took the artist's conception of what he thought the building looked like or what it would look like to better set off the pictures. For instance, in one picture of the room where Lincoln died I think they have about 20 to 22 people, all dignitaries of the Government at that time. I would defy anyone to get that many people in that room with Lincoln still there in bed.

In Independence Hall, I do not know how many hundreds of thousands of documents we got 10 graduate students of the university to go through to try to determine just what Independence Hall, the place where they signed the Declaration of Independence, looked like at the time of the signing. We still have not found out. We have practically given up and come to the conclusion that it is up to someone to prove we are wrong. We even scraped the paint off to try to find the true color. It is awfully important, I think, to establish accuracy of these things.

IMPROVEMENT OF EXECUTIVE MANSION AND GROUNDS

Senator MUNDT. In connection with your discussion of the improvement of the Executive Mansion and the White House campus, can you give us just some idea as to the plan that the Olmstead brothers had? I do not believe it was ever carried out, but I think it was recommended at one time, as I recall. Just what changes do you propose to make in the years to come? What are you thinking about in connection with these improvements?

Mr. WIRTH. The Olmstead plan for the White House and its grounds has been pretty well preserved, but, as you say, never fully carried out. We are proposing to gradually carry it out. Also a lot of the plantings around the White House are old. Most of the planting we did last year was in accordance with the Olmstead plan. Those bushes had become straggly and we had to replace them. We have not undertaken a systematic replacement of trees.

Many of the trees in front of the White House and around the Ellipse are going now. Some of them are going by the Dutch elm and other diseases. We have to do a refurbishing job and we are trying to do it gradually. This budget includes funds for that purpose. I think the front fence of the White House was built in 1870. The Secret Service is very much disturbed because it has deteriorated to a point where it would not take much to push part of it over.

The fence around the side and down along the Ellipse has been improved, but the front fence on Pennsylvania Avenue has not been done since 1870, and it has to be replaced. Since Congress definitely gave us the responsibility last year, we propose to get in there and gradually improve it and keep it in good shape in the future.

GEORGE WASHINGTON MEMORIAL PARKWAY

Senator MUNDT. I was glad to see that you are proposing a plan of operation the George Washington Memorial Parkway ultimately to connect, I believe, Mount Vernon and Great Falls.

Mr. WIRTH. Yes, sir.

Senator MUNDT. What about the traffic problem on this matter? It seems to me that a real problem is developing there that makes people cross the parkway traffic if they want to go up to the CIA portion of the highway. There is a lot of confusion and I do not think it is really a traffic engineer's dream that has been created there.

I wondered if this was your planning or the State of Virginia? What can be done to correct it?

PROBLEM OF THROUGH TRAFFIC

Mr. WIRTH. Well, you have put your finger on one of the most difficult problems we have in the parks. As soon as we build a road, everybody thinks it has to be through traffic or a road for commuters, and I admit that some of the parkways up in New York and other places are practically nothing more than commuter highways. We feel very strongly that the question of servicing the people in business is one thing, but from the standpoint of our great National Capital we should try to keep some of these as park drives for the use and enjoyment of the great Potomac Gorge.

ORIGINAL PLAN FOR MEMORIAL BRIDGE

I think you saw a year or so ago our design of the roads around the Lincoln Memorial and on down to the Washington Monument. We would like to restore the Memorial Bridge to the intent for which it was constructed; namely, a connecting road from the Capitol down the Mall, around Washington Monument, the Lincoln Memorial, and across to Arlington Cemetery, as a memorial drive. We feel that with the Theodore Roosevelt Bridge we can eliminate the circle from around Lincoln Memorial, this will mean that the roads would then go straight down both sides of the Reflecting Pool, around the Washington Monument, and tie in with the Mall, coming directly up to the Capitol Building of the United States.

It is true some people will use it for business transportation, but we hope the 14th Street bridges and the Theodore Roosevelt Bridge will carry most of that type of traffic and leave the park roads for the enjoyment of the memorial aspects of Washington. That is our hope and desire.

Senator MUNDT. The only difficulty, Mr. Director, is that people have a perversity for driving any place they want to drive unless you put a policeman who won't let them go.

Mr. WIRTH. We are not going to do that.

Senator MUNDT. No. I quite agree with you, it would be a wonderful thing if we could have some parkways and people could drive across leisurely and not have to worry about fast moving traffic going someplace to work; but I just do not know how you could create that kind of situation.

Mr. WIRTH. We cannot put the police there to stop that. We should not and would never get that done.

Senator MUNDT. It would create a lot of antagonism.

Mr. WIRTH. People going to the office and going home at night will go the shortest and quickest way.

Senator MUNDT. That is right.

Mr. WIRTH. They do not drive on the parkway back and forth to work for pleasure. They do it because they have to. They have to go to work and they want to get home after work. So I think the Theodore Roosevelt Bridge, when completed, and the 14th Street bridges that are now completed will siphon some of that travel off the Memorial Bridge and it will become more and more a memorial type of bridge. It is important, I think, that the central part of the motif of Washington be retained in that kind of atmosphere.

TRAFFIC ENGINEERS

Senator MUNDT. Do you have a corps of traffic engineers in your Service, or do you work with them to get them to envision and try to eliminate the traffic dangers if people go ahead and do what they want to do, instead of what you think they ought to do in their driving?

Mr. WIRTH. We do not have a corps. We have some, and we also use the Bureau of Public Roads and the District Highway Department. We are also consulting with the Virginia Highway Department and its specialists on traffic demands and the allotment of traffic to different routes based on the time element and things like that; so we have access to a great deal of professional help which we use. We also do a certain amount of checking ourselves.

Senator MUNDT. Mr. Chairman, Senator Saltonstall is tied up this morning in an important meeting of the Committee on Armed Services and he has asked that I ask a couple of questions in his behalf.

Chairman HAYDEN. Surely.

CAPE COD NATIONAL PARK

Senator MUNDT. I will just ask the questions and you will have to give the best answers you can. I am not prepared to follow through because I am not familiar with the terrain that he discusses, but the Cape Cod National Park is one of the recent projects approved by Congress.

Senator Saltonstall would like to know what progress has been made and what accomplishments are planned in fiscal year 1963?

Mr. WIRTH. We have two field parties now surveying the boundary and base lines in preparation for checking on titles and land acquisition program. We have been searching the county records to get the title data.

The last I heard, that 150 people—landowners—had come in offering to sell their properties. We are now getting ready to contract with appraisals to arrive at sound values of the property. We have the

funds which were appropriated last year for land acquisition. We are asking for $4 million more this year for additional land purchases.

We are about ready to go forward in actual land acquisition. We also have a request for funds in the budget for certain improvements. One is to clear up the military camp which we have acquired. All the buildings have to be taken off or restored.

We have had our first meeting with the Cape Cod National Seashore Advisory Commission which was authorized by Congress. We brought them down here to Washington for the first meeting. The second meeting will take place on March 9 at the cape.

We hope to have, and they should be ready now for publishing, the proposed zoning regulations required by law. They will have to rest in the Federal Register for 90 days before the Secretary reviews the comments received and makes the final decision.

So, we are moving forward. It may seem a little slow, but we have to get the locomotive running soon. When we do start, it will go quite rapidly.

PROPERTY APPRAISALS IN MASSACHUSETTS

Senator MUNDT. Senator Saltonstall reports that there has been some indication of dissatisfaction on the part of property owners regarding acquisition of improved property and appraisals in Concord, Lexington, and Lincoln, and he said he would appreciate information as to whether or not the National Park Service has received any complaints in this respect or reports along these lines from Park Service representatives, and what the general policy is on appraisals for that area.

It is understood that some people are agreeable and want to sell their homes in connection with this park, but they have been informed by the Park Service that there are insufficient funds available for this purpose.

FUNDS FOR IMPROVED PROPERTIES

What percentage of the funds already appropriated has been used to acquire improved properties within the proposed park boundaries?

Mr. WIRTH. I would suggest that I submit, and we have it here, a complete tabulation of just how much we have spent and how much we have available for additional land. That will answer the last part.

As far as the first part is concerned, we have had some misunderstanding as to our land acquisition program, more from the standpoint of people that own homes saying that we are coming in and dispossessing them. I have just finished writing a letter which substantiates what I told them 2 years ago when I met the people at the town of Lincoln, to the effect that our priority is to buy all private land and that we will not condemn residential property. We hope that when they are ready to sell they will sell to us. We are willing and would like to buy these residential properties. If they go ahead and make any major alterations, like putting in overnight accommodation motels, then we feel we have a right to step in and prevent it.

(The information referred to follows:)

Minute Man National Historical Park—Status of land acquisitions as of Mar. 1, 1962

	Number of parcels	Acres	Amounts
I. Property acquired:			
Purchase	7	27.60	$170,100
Declaration of taking	1	0.31	19,800
Transfer from Federal agencies	1	8.21	
II. Approved options	17	67.58	307,620
III. Appraisals completed	26	85.10	445,972
IV. Appraisals authorized	22	60.54	[1] 744,500
Total	74	249.34	1,687,992

[1] Estimated values.

Actual obligations plus firm commitments as of March 1, 1962, total $1,031,504.

Of the $3 million appropriated through the 1962 fiscal year for acquisition of lands, the above tabulation reveals that approximately 56 percent has been obligated or earmarked for properties for which appraisals have been authorized through March 1, 1962.

LIFE TENANCY OF FORMER OWNERS

Senator MUNDT. He asked this question which would be pertinent right there. Does the Park Service propose to permit the former owner to maintain a life tenancy?

Mr. WIRTH. We will be glad to buy them subject to the life tenancy. Of course we will not give a seller the full amount when he sells his property on that basis. We would have to take into consideration the question of the value of the life lease or staying in the place.

Senator MUNDT. Senator Saltonstall has submitted some letters he would like to have put in the record which contain some of these complaints that have been discussed and asks that the Director supply for the record what he would consider to be proper answers to these complaints.

(The letters referred to follow:)

CONCORD, MASS., *February 15, 1962.*

HON. LEVERETT SALTONSTALL,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR SALTONSTALL: Enclosed find article concerning Federal action in Minute Man Historical Park.

Many of the property owners residing in the park area in Concord are very much disturbed by the attitude of the National Park Service. They want to know if the promised policy of the Park Service has been changed.

While the park bill was pending in Congress, the Director of the National Park Service, Conrad Wirth, and Mark Bortman assured property owners that they could have life tenancies of their property, and could also hand their property down to their next of kin without interference from the Federal Government. It was with this promise that property owners went along with the bill.

As chairman of the Battle Road Citizens Committee, can I reassure the citizens of Concord whose property is involved that they can continue to live here in peace of mind as previously promised by the Federal Government? If there is a change in the park policy the citizens would like to be so advised.

Sincerely,

WALTER E. BEATTEAY,
Chairman, Battle Road Citizens Committee.

THEY WISH PAUL REVERE HAD TAKEN DIFFERENT ROAD—FAMOUS RIDE TO COST LINCOLN FOLKS MONEY

Some residents of historic Lincoln wish that Paul Revere had taken another road to Concord in 1775.

Revere was captured in Lincoln. The spot is marked by a tablet near the edge of Route 2A.

Now, some homeowners along the Battle Road figure they stand to lose good hard cash because of that famous ride.

Some 750 acres east and west of the historic spot are now within the newly approved Minute Man National Historical Park. This stretches from Route 128 in Lexington, through Lincoln, to Merriams Corner in Concord.

Another 100 acres will be added to the park in the near future. By 1975 the area will be cleared, its 1775 appearance restored.

Nearly 100 homeowners in Lincoln alone are expected to sell their homes to the National Park Service. They are engaged in a discouraging search for new land and houses. And some are not too happy about prices offered for their present homes. Increased real estate costs outside the park compared with Government appraisals of property in the park have forced some North Lincolnites' patriotism to the breaking point.

"Something is out of proportion," a Nelson Road resident said recently. "Even if I could build my home somewhere else for $10 a square foot, I couldn't build half of it for what the Government has offered me."

A housewife down the road heard how appraisals were going, decided to wait. "We were told that the Government won't repair or paint the houses they buy; they will rent them. But we were warned we had better sell our house now because it will depreciate when the neighborhood goes down."

She is in an understandable quandary. If the quality of the neighborhood is allowed to go down, she will get even less for her house a few years hence. On the other hand if she sells her house to the park right now, where will she go?

Living in a "ghost town" of empty or uncared-for houses is a spectre haunting those who feel they want to hang on as long as possible. But getting a reasonable price is the problem for most.

"Why does the Park Service insist that our homes have depreciated in value," one young father asked. "Realtors quote a compounded 2 percent increased real value almost everywhere else?"

Home owners have been told that appraisals are low because the houses are close to Bedford Airport.

However, independent real estate agents before the park was established in 1959 had offered several park residents up to $10,000 more than the Government is willing to pay them now.

Ronald F. Lee of the National Park Service, contacted in Philadelphia recently promised to do what he could to equalize the situation.

"We have to protect the interests of the Government, but it is certainly our obligation to pay fair market value for houses in Minute Man Park."

Lee also stated, "If we find ourselves owning houses for several years we would maintain them. A private owner can get his own appraisal to use as a guide, but there are bound to be differences of opinion as to the value of property."

Purchased houses would be taken down or removed from the park "as our master plan develops," he said.

Nevertheless curious discrepancies have set tongues wagging in the area and with reason.

One house, which the owner bought for $24,000 was purchased by the Government for $49,500. It now serves as office headquarters for the National Park Service. A few others have been appraised at prices that have left the owners in good spirits but these houses are no larger and stand on no more acreage than some that have been appraised at what one disgusted owner called "insulting" prices.

Other quotes:

"The realty officer for the park told us the Government wants to begin bringing the area back to its Revolutionary War appearance by 1968. If we don't sell by then, it will take our property by condemnation, 'Unless you care to take the case to the Federal court.' "

"We have put at least $7,000 in betterments into our house. Besides that real estate everywhere has gone up. They offered us what we had in this house 10 years ago."

"I don't know what they base their appraisals on. They take measurements to the nearest inch but where somebody gets an interior decorator and does a posh job with decor and all that, those boys are really impressed."

"All we want is for the appraisers to appraise realistically and to distribute the park money evenly," a Virginia Road housewife concluded.

LEXINGTON, MASS., *February 19, 1962.*

Hon. LEVERETT P. SALTONSTALL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR SALTONSTALL: A number of the residents of North Lincoln whose homes are within the tentative boundaries of Minute Man National Historic Park have formed a committee of correspondence so that they may more effectively bring to the attention of Congress and the public the problems that have arisen in connection with the establishment of the park and the manner in which the National Park Service's policies have been applied in this particular instance.

Most recently, as you may be aware, the residents have become concerned over what seemed to be fairly serious errors of judgment in the appraisal of property within the park. As a direct result of that concern the Lincoln editor of the Fence Viewer requested Mr. Ronald Lee, regional director of region 5 of the Park Service, to explain the appraisal processes relied on by the Service.

Mr. Lee's reply to that request, published in the February 15 issue of the Fence Viewer is not wholly satisfactory, and the committee has requested me to reply to Mr. Lee and to forward to you a copy of his letter and of my answer.

We should appreciate hearing from you about this matter.

Very truly yours,

ALVIN LEVIN,
(For the Committee of Correspondence).

ON LAND ACQUISITION FOR THE MINUTE MAN PARK

To the Lincoln Editor:

During our telephone conversation the other day I promised that I would send you material pertaining to land appraisals. I will attempt in this letter to give you a brief summary of the appraisal processes.

As you well know the Constitution itself protects property owners from the taking of their property by the Government without just compensation. The key word in the constitutional provision is "just" and the appraisal of property for acquisition by the Government is to assist in the determination of what is "just compensation."

Basically the appraisal of property is to determine what is referred to as its "market value," which is another way of expressing its just value. In essence, that is the highest price which a property will bring if offered for sale in the open market by a seller who is willing but not obliged to sell and a buyer who is willing but not obliged to buy. This not only applies to Government purchases but is the general practice in real estate transactions.

The appraisal of property is not an exact science but is firmly based on appraisal policies, procedures, and techniques which are of general application, are permanent in nature and which have found general acceptance in the appraisal community. The appraiser, therefore, is a technican who, by training and experience, is qualified to pass independent and defensible judgment upon the values of the types and kinds of real property involved in an acquisition program. The techniques and procedures used by him are quite involved and complicated and I do not believe that they would be of special interest to you. I can assure you, however, that they have been developed over the years, are now included in academic courses for which degrees are offered and are recognized by all of the societies made up of members of the appraisal profession.

All of the appraisal work for Minute Man National Historical Park project is being accomplished by local qualified impartial appraisers on a contract basis. These are men of established reputation, integrity, proven ability, judgment, fairness, and honesty. The acquisition of land for Minute Man National Historical Park project has progressed quite smoothly and we are naturally concerned now if there appear to be any problems arising. As you know, the

Congress provided substantial sums to accelerate this program and we have every intention of doing so with the least disruption to the landowners.

There has been no change in our policy to acquire property with life tenancies or with use and occupancy provisions of a lesser duration. We have found not too much interest on the part of landowners to retain such an interest in their property but assure you that they may do so if they so desire.

It so happens that two members of our staff, who are closely associated with the land acquisition program at Minute Man, will be in the Boston area February 12–14. They are Mr. J. Carlisle Crouch, regional chief of operations, and Mr. Thomas D. Anderson, regional chief of lands. I have requested Mr. Crouch to contact you to make an appointment for further discussions of this subject while they are there.

Meanwhile, we appreciate your interest and will be glad to make complete information available about this very important acquisition program.

Sincerely yours,

RONALD F. LEE,
Regional Director, National Park Service.

FEBRUARY 19, 1962.

Mr. RONALD F. LEE,
Regional Director,
Region 5, National Park Service,
Philadelphia, Pa.

DEAR MR. LEE: Anyone who, like me, has read the last two issues of the Fence Viewer, knows that the residents of North Lincoln are disturbed and angry about the land acquisition program for Minute Man Park. Your letter in the February 15 issue, however, suggests that you do not fully comprehend the nature of that disturbance and anger. It may be, too, that the Park Service's apparent befuddlement about boundaries and plans, after 6½ years of study, is the kind of mental condition which makes it hard for you in the Service to realize what the people here are concerned with. Our local committee of correspondence has asked me to write to you to try to explain some of the local conditions and points of view, and to offer some suggestions about them.

The problem isn't that people here don't like the idea of a park, or that they don't like the idea of the kind of park they think you think you're going to set up. The problem is that some of the people who live here would like to stay on in their homes and are anxious about whether they will be able to. Some have to move and therefore have to sell their homes. A number of people in North Lincoln have growing families and want to enlarge their homes. All of those problems are related to the development of the park and to your land acquisition program, but for most of these people the problems have had to remain unresolved, because it seems to be impossible to find out what you are going to do next or when you are going to do it.

For a few people that doesn't matter too much; they can afford to sit tight and hope. Of course, anyone who sits tight and later discovers he has guessed wrong may find he has lost a chance to get another place that suits him, but on the whole, he is probably better off at that. If he had wanted to move, he would have been in the kind of spot some of the other citizens around here are in now. They have to sell for one reason or another. Private buyers for homes in this part of Lincoln have suddenly become scarce, with the spread of knowledge of the park problem. That leaves you as the best customer, and most people here are beginning to think that isn't very much. I don't know how many people have been told you weren't interested in buying just now, and I don't know how many people have been given offers low enough to make them angry (and I don't know how many people got offers high enough to make the other people even angrier), but I do know those things have happened, and others like them, often enough to make a lot of people very angry indeed. They said so, and the Fence Viewer said so, and the selectmen and their committee said so, and that's where your letter came in.

First you discussed what the Constitution says about taking private property for public use. Then you quoted what the judge would say to the jury about "fair market value," if the case ever got to court. That was interesting, but not much to the point, since you don't seem to take homeowners to court and there doesn't seem to be any way for a homeowner to take you there, until you're good and ready. There may be some people who can wait you out until you take their land by eminent domain, in 1968, or 1975, or 1984. If so, they will get a chance to check your letter against the judge's charge, but right now what

most people want to know is whether you apply the same standards when you're negotiating to buy a piece of property.

A lot of people believe you haven't been doing that, and they looked forward to your letter to reassure them and to explain how your program worked. The beginning of your letter reinforced that expectation: "A brief summary of the appraisal processes" was what you said you were writing. You began by talking about policies, procedures, and techniques which have found general acceptance in the appraisal community. It was interesting, too, to read that those appraisers take courses and get degrees and join societies, just like the rest of us. But right there—where a reader might think you were going to describe what the appraisers learned in those courses, and then explain how some of the surprising differences in appraised value which people have been hearing about might be justified—right there, you started to write about how honest these appraisers of yours are. Nobody thinks they're dishonest—just wrong. And it's curious that of the time they seem to be wrong in your favor. There must be something remarkable about the training of an appraiser which enables him to go into a strange town, make a brief examination of two adjoining and apparently identical houses, and to come up with figures far enough apart to start unpleasant rumors.

A charitably disposed reader might have ascribed to a lack of time on your part the omission from your letter of a description of the techniques, policies, and procedures which have been applied by your appraisers to make those independent and defensible judgments you wrote about. That same charitable reader might also think it was just your lack of time and your own polite way of putting things that made you say you thought all those policies and procedures and techniques were just too complicated for the residents of North Lincoln to understand. Really, if you have the time to explain, you will be surprised at how good the people here are at understanding complicated ideas.

One statement in your letter, though, might make even a charitable reader wonder. You said you didn't think the people here would be especially interested in how the appraiser came to his conclusions. If you meant that, you couldn't really have understood what the person from the Fence Viewer said to you when you undertook to write your letter.

Of course these people are interested. It is their homes that you may or may not be taking away from them, or may or may not be buying from them, at what may or may not be a fair price. They bought those homes, or built them, or inherited them. They have maintained them and improved them and paid taxes on them. They are raising their families in them. They have been interested for 3 years in that complete information about your acquisition program which, at the end of your letter, you offered to make available. They are interested in discovering whom they can talk to when your local man says that he can't negotiate, that all he can do is transmit the offer. They are interested in knowing whether the tone and content of your letter and the manner in which the land acquisition program has been conducted are unhappy accidents, or the symptoms of almost unbelievable incompetence or of an astonishing bureaucratic density, or whether they are the surface indications of a policy designed to buy in the property within the park at a discount by keeping the residents ignorant and treating them rough.

Some people here think the last conclusion is the right one: They point to the silly guess at the market value of the Lincoln property tentatively included in the park which appears in the 1959 report of the Historic Sites Commission. They point to the trouble you have to go to for every dollar you get out of Congress. They point to the low appraisals and the take-it-or-leave-it bargaining. They point to the impossibility of getting information out of you people, and to the number of times you have started out by offering to tell all and ended up by saying nothing. Those people are the angry ones I have mentioned before. They are the ones who might actually misunderstand your letter, and they are articulate enough, perhaps, to create some needless complications in the establishment of this park.

I said at the beginning our committee wanted to make a few suggestions. You might start out by passing out that "complete information" you mentioned in your letter. When you let the residents know where the park boundaries are going to be, you might also let them know what parts of the area you have to have at once. That way you could reassure a lot of people without much effort. If you could go further and let them know your long-range schedule for acquisition as well, and what parts of the park area you are willing to leave

in private ownership, and for how long, and on what terms, many more people would be able to plan their lives without spending a lot of time being outraged at the Park Service and going out to do something about it. If you went a little further yet and set up some real negotiating machinery for purchasing property in the park area, you would find more people settling with you at fair prices, and fewer people resolved not to deal with you at all.

Let me make a few more suggestions: Even if you think it may save you some money, I don't think it wise or practical for you to wait for the hardship cases to fall into your laps. Even if you have to send those appraisers back to take some more courses, I don't think you ought to make many more of those ridiculously high offers—people will begin to talk. Even though you are an agency of the Federal Government, I don't think you should treat your plans for Minute Man Park as if they were the plans for the Minuteman missile. And above all, even if you are convinced, as the tone and content of your letter indicate, that the people here are ignorant peasants, I don't think you should make your convictions generally known.

Sincerely yours,

_____, _____

(For the Committee of Correspondence).

LETTER TO MASSACHUSETTS TOWN COUNCIL

Mr. WIRTH. I will do this, if it is agreeable to the chairman and to you, Senator Mundt; I will send to the committee, and also to Senator Saltonstall, copies of the letter I wrote to the chairman of a town council up there a couple of days ago, which, I think, will answer 90 percent of those letters. In that way, they will have the information. If he wants the letters answered specifically, we will be very glad to do it, too.

Senator MUNDT. I think that will be satisfactory, provided that if there is something new in the nature of a complaint in the correspondence you could add that under a separate codicil to your letters, so that all these answers will be available.

(The letter referred to follows:)

Mr. CHARLES K. FITTS, MARCH 5, 1962.
Chairman, Lincoln Board of Selectmen,
Boston, Mass.

DEAR MR. FITTS: Regional Director Ronald F. Lee of our region 5 office and Superintendent Edwin W. Small of the Minute Man National Historical Park project have informed me of the recent meetings with Service officials during which concern was expressed that the National Park Service might have made a change in its policy for the acquisition of land for the Minute Man National Historical Park project. I have been advised that a reaffirmation of our original policy would be quite helpful at this time in dispelling any feeling of unrest or uneasiness that may have developed. With this suggestion I am pleased to comply.

The acquisition of land for Minute Man is accomplished under procedures that have been developed by the Service over the years. This basically involves free negotiations with the landowners for the purchase of their properties. We strive neither to inflate nor deflate the value of properties and endeavor in each case to offer the landowner the fair market price. Basic to a determination of the fair market value are one or more appraisals made by outside, disinterested, and competent appraisers. A great deal of time and effort were expended in screening appraisers for the Minute Man project and their work to date has confirmed our faith in their integrity, honesty, and objective approach to this very important assignment. They are not on our staff but are employed under contractual arrangements.

Once we feel confident that the fair market value has been established, our representatives endeavor to negotiate with the landowner. The latter has a perfect right to have his own appraisal made for guidance purposes but, with very few exceptions, we have to date been able to complete mutually acceptable negotiations and to close the purchase. This procedure will be continued.

We naturally want to move ahead with the acquisition of the land as expeditiously as possible and to advance the development and public use of the park as soon as possible. At the same time, we will give landowners every reasonable consideration consistent with the conducting of an orderly and fair land acquisition program.

Sincerely yours,

CONRAD L. WIRTH, *Director*.

P.S.—Your telephone call to me at my home about this matter came while the above letter to you was in preparation by my staff. As a result of our telephone conversation on February 23, let me add that the private property necessary for the eventual establishment of the park would be acquired under the following priorities and conditions:

(1) The National Park Service will acquire all the vacant, undeveloped land within the boundaries in first priority.

(2) We will also acquire properties with homes on them if the owners wish to sell. In acquiring such property it can be an outright purchase or subject to a given number of years of occupancy.

(3) The National Park Service will not condemn residential property with homes on it unless the owners misuse it with reference to future development of the park or if a particular piece of property is necessary for the proper development of some feature of the park. I know of no case at this time that would require such action.

(4) A person who owns a home has a right to sell his property to others; however, we would hope that he would give us the first opportunity to buy.

These conditions are, as I remember, in accord with my statements made in Lincoln 2 years ago.

C. L. W.

Mr. WIRTH. I most sincerely hope that what I wrote will satisfy everyone up there and clear up the misunderstanding.

Senator MUNDT. If you succeed in that hope we are going to get you out in the Missouri River Valley to acquire the land for the Corps of Engineers, who have been unable to satisfy anybody, it seems.

Mr. WIRTH. At times I have not been too successful. I have been in a lot of trouble once in a while.

Senator MUNDT. Acquiring land is not easy.

Mr. WIRTH. No; it is not.

Chairman HAYDEN. Senator Dworshak, any questions?

ADDITIONAL BURDENS ON PARK SERVICE

Senator DWORSHAK. Mr. Wirth, I have been checking your prepared statement. I notice on page 5 that you refer to the additional burdens which have been placed upon the Park Service of recreational planning, and so forth.

You say:

I believe maximum progress is being made within the resources available. The job, however, is a monumental one and time is of the essence. The programs must be further accelerated to a very substantial degree if the objectives set forth in the President's special message to the Congress on natural resources of February 23, 1961, are to be attained.

INCREASE IN PARK FUNDS

I am amazed by that statement when I check the data in your justification book and find on page NP-1 you show "Operating funds" and the "Capital improvements" with the total amount increasing very precipitously from 1943, when the total was $5,487,000 and in 1962 it was $108,652,000, and you are asking for about a $15 million increase; making the total for fiscal year 1963, $124 million.

EXPANSION OF MISSION 66

That record would indicate that you have been expanding very rapidly under Mission 66. Wherein do you feel that there has not been more than normal progress made? I appreciate as much as anybody the importance of our national park system, with the increased visitor demand, and all that; but are we going to face a continuing high increase in the operations and capital improvements in the Park Service for several years to come?

Mr. WIRTH. Senator Dworshak, I would say this: In my opening statement I also acknowledged with appreciation the support we received from the Congress on our Mission 66 program and I certainly do not intend to retract from that, because you have been very helpful and have supported our program very well.

My statement on page 5, I think, should be construed to mean it has to do with our planning work in connection with not only new areas for the park system, but with nationwide recreation planning and the relationship with the States, which has been dragging somewhat. It is not intended to apply to our capital improvements and the help we have received in management and protection and maintenance and rehabilitation.

INCREASE IN CONSTRUCTION COSTS

According to the Mission 66 program on those things, with the exception of new areas that have been added, we are running at about the way we had originally submitted Mission 66. There has been an increase of approximately 27 percent, I believe, in costs of construction since Mission 66 started, and there have been new areas added.

Senator MUNDT. What is that figure again? An increase of how much?

Mr. WIRTH. Well, this is the total: 30.67 percent accumulative since June 1955 to January 1962 on general construction costs as far as building and utilities are concerned; and approximately 10.5 percent in the same period on road construction type of work.

Senator MUNDT. That is an increase of about 5 percent a year. Is that continuing to go up that fast?

Mr. WIRTH. Well, I can give it to you by years. It showed 5.4 percent in 1956, 4.2 percent in 1957, 5 almost across-the-board in 1958, 4.9 percent in 1959, 3.9 percent in 1960, 2.8 percent in 1961, and a half of 1 percent in 1962. So that is 7 years for a total accumulation of 30.679 percent; and these statistics come from the various censuses and the Labor Department. Does that answer that question, Senator?

Senator DWORSHAK. Partially. I think that was in reply to Senator Mundt's question more than mine.

TOTAL PERSONNEL

What is the personnel you have in fiscal 1962 in all echelons of the Park Service? Do you have that available?

Mr. WIRTH. What is what?

Senator DWORSHAK. Your total personnel?

Mr. WIRTH. We can give you the exact figures, but I think we have about 5,000 permanent employees, and I think it goes up to 10,000, in round figures, with temporary employees who come on seasonally.

Senator DWORSHAK. How does that compare with 5 years ago and 10 years ago?

Mr. WIRTH. I would have to get that for you. In 1962 our permanent employees were 4,901.

Senator DWORSHAK. You do not have it there for, say, 1950 or 1955?

Mr. WIRTH. No. We would have to go back into the record to get that data for you. I did not bring that information with me. We would be glad to furnish it, however. There has been an increase.

Senator DWORSHAK. Well, a large increase I presume. I was merely trying to develop the total appropriations made available to the Park Service in the past 15 years. Where you have gone up, say, sixfold or eightfold certainly there has been no tendency on the part of the Congress to be parsimonious in providing funds for the Park Service.

That is correct, is it not?

Mr. WIRTH. I have no complaint.

Senator DWORSHAK. In fact you are probably moving along more rapidly than you should in years when we have deficits.

Mr. WIRTH. I would say this, Senator: I think Congress has been very good to the Park Service. We are running just about on schedule as we had planned on the budgets that we have been submitting to Congress right down through the years.

Senator DWORSHAK. Especially on Mission 66?

Mr. WIRTH. Yes, sir. I might say that before Mission 66 we were really in tough shape. This table here only goes back to 1943; but if you go back to the thirties and before the war, we had a greater appropriation, much greater, and we also had a lot of emergency funds, like the CCC, and PWA, which did not appear in our budget. During the war we went way down to a standby appropriation, purely maintenance, and afterward, we were, perhaps, the last agency that got any real attention. As a result, we developed a backlog.

OUTDOOR RECREATION RESOURCES COMMISSION

Senator DWORSHAK. All right. One more question: You are acquainted with the report which was submitted recently to the Congress by the Outdoor Recreation Resources Review Commission?

Mr. WIRTH. Yes, sir.

Senator DWORSHAK. Do you have any funds in your 1963 budget for implementation of any of the recommendations which were submitted, or is it too early yet to implement that program in any way?

Mr. WIRTH. There is nothing in our budget that would implement that program unless it is one particular part of the program which calls for setting up a separate bureau. Chances are some of the funds that we have in here would normally be allocated to it; but until that happens this is our regular park and recreation study program under the 1936 act.

RECREATION OF BUREAU OF OUTDOOR RECREATION

Senator DWORSHAK. Are you referring to the proposal to re-create the Bureau of Outdoor Recreation?

Mr. WIRTH. Yes, sir.

Senator DWORSHAK. Do you have any brief comments to make on that? Has the President submitted a proposal to Congress to create

that, and if so what are your own opinions? Will that accelerate the overall recreational program, or will it have a tendency to retard it?

Mr. WIRTH. Senator, I cannot say what the President has submitted to Congress, because I have not seen anything outside of his message; but I have no reason why I should not give you my opinion of what I think of it.

The National Park Service, ever since its beginning 'way back in Steve Mather's day, and he organized the National Conference of State Parks, felt that the Federal Government could not carry the full recreation program and that we should stimulate the States and local governments to help carry the load. So we have been working on that and in 1936, we got an act to help in that field. We have been getting appropriations to help in that field. It is awfully hard for one bureau that has a direct line of management to try to influence other bureaus, because of a certain amount of conflicts, may I say, to do certain things. There are two or three ways in which you can stimulate that. I think the way the Outdoor Recreation Resources Review Commission has reported it is one, and this would be taking certain responsibilities away from the Park Service.

This possibly is the best way to do it. We are all for it because we feel it must be done, and the States and local governments must be stimulated in order to do it. So far as the Park Service is concerned, we are supporting it, and I have written a letter to our field people informing them of our stand.

Senator DWORSHAK. Is not the objective under the new proposal more or less a matter of coordination and not taking over any of the specific programs that are already under the supervision of the Park Service?

Mr. WIRTH. That is right. The theory is that we are an operating agency and also a planning agency; and they are proposing, as I understand the Outdoor Recreation Resources Review Commission, to take the part that has to do with the coordination between other Federal bureaus and the States and put it into a separate bureau with a planning and grants-in-aid, whatever it is, and land, and that relieves us of that particular duty. I think perhaps it is the best solution.

Senator DWORSHAK. So far as the operational programs are concerned of your Service or other agencies, either in Interior or Agriculture, there will be no material change, will there?

Mr. WIRTH. No, sir.

GREATER PARTICIPATION BY STATES AND LOCALITIES

Senator DWORSHAK. You mentioned that greater emphasis is being placed upon participation by States and other local governmental units. In the Interior Committee recently we have had under consideration the establishment of the Padre National Seashore Park in southern Texas.

We ran into considerable conflict there because the State of Texas was contending that they were planning to establish a State park and were not very eager to have the Federal Government step into that situation.

What is your viewpoint very briefly on that?

PADRE ISLAND

Mr. WIRTH. I think Padre Island is an area that should be established as a national seashore area. It is one of the 10 that we recommended for the whole United States.

Senator DWORSHAK. Is it in conflict with your basic concept that the States when able and when willing to carry on should supervise and finance recreational and park development themselves and not rely on the Federal Government?

Mr. WIRTH. No, sir. It is not in conflict, because I consider Padre Island like I do Cape Cod, and like Yellowstone, and Grand Canyon, of national significance and as a national area. We made our studies of the seashore areas jointly with the States, and there are at least several hundred other seashore areas along the coastline that ought to be acquired by the States for recreational purposes.

Senator DWORSHAK. Is that on the basis that you feel that States are not qualified to do the kind of a job that the Park Service can?

Mr. WIRTH. No, I do not say that, because there are some very fine State park systems. I do say that certain areas fit into the national system and certain areas fit into the State system.

Senator DWORSHAK. Thank you, Mr. Chairman.

INTERNATIONAL PEACE GARDEN

Senator YOUNG. As you know, several years ago the authorization for the appropriation of funds for the International Peace Garden in North Dakota was increased from $200,000 to $400,000. To date $300,000 has been appropriated under this authorization. My understanding is that presently this appropriation is nearly exhausted and there is still a considerable amount of work to be done in the Peace Garden. Under your current budget for fiscal 1963 would you be able to make any of the remaining $100,000 authorized available to the North Dakota State Historical Society for work on the International Peace Garden?

Mr. WIRTH. In order to keep the work going next year, I feel we could provide, say, $30,000 by reprograming funds included in our 1963 construction programs.

Senator YOUNG. Wouldn't it be advisable to provide the full $100,000 remaining of the authorization at this time which would enable the State historical society and the International Peace Garden Corp. to better plan their development of this beautiful area?

Mr. WIRTH. Having the full $100,000 available at one time might be advantageous to the State historical society and the International Peace Garden Corp. in their planning for the project, but on the basis of prior year obligations, $30,000 would be adequate to meet 1963 fiscal year requirements. We could not provide $100,000 for the Peace Garden project in 1963 without jeopardizing other facets of our buildings and utilities construction program. Accordingly, unless the estimate is increased to provide the additional $70,000, we would be opposed to providing the full $100,000 in the 1963 fiscal year.

OFFICE OF TERRITORIES

INSTALLATION OF TELEVISION STATIONS ON SAMOA

(See p. 293)

The estimate of $2,579,000 for the installation of educational television (six channels) in American Samoa was furnished by the National Association of Educational Broadcasters, Dupont Circle Building, Washington, D.C.

USE OF THREE-CHANNEL SETUP

(See p. 292)

At first, could use a three-channel setup which would cost approximately $1,869,000; this estimate given by the National Association of Educational Broadcasters. The three channels intended here would be set up to provide for future expansion to a six-channel installation with a minimum of technical difficulty. It is estimated that a three-channel installation would reach only about one-half of the grades in the Samoan educational system.

Following estimate for three high-powered channel systems:

Television studio and production center	$225,000
Studio equipment	293,500
Microwave equipment	75,000
Transmitter building	50,000
Transmitter tower or towers	177,500
VHF antenna	120,000
3 high-powered transmitters	307,000
Transmission lines, filters, transmitter monitoring equipment	36,000
Tower lighting equipment	1,000
Repeater equipment, Manua Islands	60,000
Receiving antenna and cable local distribution system	7,500
300 tropicalized receivers for the schools	90,000
Access road to Mount Alava	100,000
Recruitment consultation and travel cost	40,500
Total installation cost	1,583,000
22 housing units for television personnel	286,000
Total	1,869,000

COMMITTEE RECESS

Chairman HAYDEN. Are there any further questions? If not, the committee will stand in recess until 10:30 Wednesday morning when we will take up the related agencies.

Thank you, Mr. Wirth.

Mr. WIRTH. Thank you.

(Whereupon, at 12:35 p.m., Tuesday, March 6, 1962, the subcommittee was recessed, to be reconvened at 10:30 a.m. of the following day, Wednesday, March 7, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

WEDNESDAY, MARCH 7, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden, chairman, presiding.

Present: Chairman Hayden, Senators Byrd, Young, and Dworshak.

BUREAU OF THE BUDGET

TRANSITIONAL GRANTS TO ALASKA

STATEMENT OF HAROLD SEIDMAN, ACTING DIRECTOR FOR MANAGEMENT AND ORGANIZATION, ACCOMPANIED BY HOWARD SCHNOOR, STAFF MEMBER

STATEMENT IN SUPPORT OF REQUEST

Chairman HAYDEN. The committee will be in order.

We will first take up the transitional grants to Alaska. Under the Alaska Omnibus Act the United States has agreed to grants to the State of Alaska for a period of 5 years. This is the fourth year and the amount to be paid is $3 million. The statement submitted in support of this request for these funds will be printed in the record.

(The statement referred to follows:)

FUNDS APPROPRIATED TO THE PRESIDENT

TRANSITIONAL GRANTS TO ALASKA

Justification

This appropriation is the fourth of five annual appropriations authorized by section 44(a) of the Alaska Omnibus Act, Public Law 86-70. It is requested to enable the President to make grants to the State of Alaska to facilitate an orderly transition from territorial status to statehood and to assist the State in financing, for a 5-year transitional period, the assumption of functions hitherto performed by the Federal Government. Section 44(b) of the Alaska Omnibus Act also provides that portions of the appropriation may be allocated to Federal agencies to continue interim services in Alaska but only upon a request from the State that such services be continued. One such allocation of the appropriation for 1963 is anticipated at present in the amount of up to $593,000 to provide for the operation and maintenance of intermediate airports. The grants to Alaska are unearmarked and available as a general supplement to the State's financial resources.

Alaska presented many unique and difficult problems not previously encountered when new States were admitted into the Union. Transitional problems

were greatly complicated by the fact that the Federal Government performed functions in Alaska which normally are the responsibility of State and local governments. The Federal Government, at the time of Alaska's admission to statehood, was responsible for construction and maintenance of highways, operation of many commercial airports, administration of justice, conservation and management of fish and wildlife resources, and other services and facilities in Alaska which are elsewhere furnished by local agencies. For this reason, the President recommended in his 1960 budget message that, in the longrun interest of both the State and the Nation, "the Federal Government should not continue special programs in Alaska which, in other States, are the responsibility of State and local governments or of private enterprise."

The Alaska Omnibus Act, in section 21, authorized the transfer to Alaska of responsibility for highway construction and maintenance formerly vested in the Bureau of Public Roads, and, in section 35, authorized the transfer to Alaska of the Anchorage and Fairbanks airports operated by the Federal Aviation Agency. Those transfers have been effected. Approximately 17 intermediate and primary airports were to be transferred to the State under authority of the Surplus Property Act of 1944, as amended. The Federal Aviation Agency is continuing to work with the State to attempt to complete the transfer of some or all of those airports to the State. On January 1, 1960, the State assumed responsibility for the management of its fish and wildlife resources pursuant to section 6 of the Alaska Statehood Act. Action was taken to establish normal State judicial and law inforcement agencies and to transfer to Alaska the Federal responsibilities in the area pursuant to section 18 of the Statehood Act. The Federal grants for Alaska mental health and the special program for construction of recreation facilities in Alaska were terminated by sections 31 and 38 of the Alaska Omnibus Act, respectively. Former appropriations for the general health grants to Alaska were not continued in 1960.

Without financial assistance, Alaska would be unable to assume responsibility in a prompt and orderly manner for the Federal functions and services which have been terminated. Some time will necessarily elapse before Alaska can either increase its revenues from existing sources or benefit fully from the revenues to be derived from public land grants and other resources made available to the State by the Statehood Act. If the Federal Government did not provide assistance to Alaska through the transitional grants, it would have been faced with the undesirable alternative of continuing the Federal programs and Federal financing for an indefinite period.

The President recommended, therefore, that "the Federal Government should provide such financial assistance as is necessary to facilitate transfer to the State of such programs as highway construction and maintenance, airport operations, and public health services." Section 44(a) of the Alaska Omnibus Act authorizes transitional grants to the State in the amount of $10,500,000 for fiscal year 1960, $6 million each for fiscal years 1961 and 1962, and $3 million each for fiscal years 1963 and 1964.

The requested amount of the appropriation for 1963, $3 million, is based in part on the costs which would have been borne by the Federal Government if Alaska had remained a territory, together with certain additional funds authorized by the Congress to cover the costs of improving the airports and other facilities taken over by Alaska. The following table provides a comparison between the amount of the proposed transitional grant to Alaska for fiscal year 1963 and the amount of anticipated Federal expenditures if Alaska had remained a territory.

Federal expenditures in 1963 if Alaska remained a territory

[In thousands of dollars]

Operation and maintenance costs, Anchorage and Fairbanks airports	845
Operation and maintenance costs, intermediate and primary airports	593
Mental health grant	900
General health grant	638
Subtotal	2,976
Less airport revenues	—1,215
Total	1,761
Proposed transitional grant	3,000

Program and financing

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
Program by activities:			
1. Grants to Alaska	5,451	5,363	3,000
2. Operation and maintenance of intermediate airports	547	637	
Total obligations	5,998	6,000	3,000
Financing:			
Unobligated balance lapsing	2		
New obligational authority (appropriation)	6,000	6,000	3,000

GENERAL STATEMENT

CHAIRMAN HAYDEN. Who is going to testify?

Mr. SEIDMAN. Harold Seidman, Acting Chief of the Office of Management and Organization of the Bureau of the Budget, and I am accompanied by Howard Schnoor of my staff.

Mr. Chairman, we have submitted a justification for the record. The budget request for $3 million is for the fourth of five annual appropriations which were authorized by the Alaska Omnibus Act to facilitate the orderly transition of the State of Alaska from territorial status to statehood.

The amount is a reduction of $3 million from last year's appropriation of $6 million, and the final appropriations authorized for fiscal 1964 is for $3 million.

Chairman HAYDEN. And that completes the obligation of the Federal Government?

Mr. SEIDMAN. That will complete the obligation of the Federal Government.

Chairman HAYDEN. Are there any further comments?

Mr. SEIDMAN. No, sir.

Chairman HAYDEN. We thank you for your statement.

Mr. SEIDMAN. Thank you.

CIVIL WAR CENTENNIAL COMMISSION

STATEMENTS OF ALLAN NEVINS, CHAIRMAN, AND DR. JAMES I. ROBERTSON, JR., EXECUTIVE DIRECTOR

JUSTIFICATIONS

Chairman HAYDEN. The Civil War Centennial Commission.

This year the Civil War Centennial Commission estimates its requirements at $100,000, the same as the appropriation in 1962. The justifications submitted with the request will be printed in the record.

(The justifications referred to follow:)

HISTORICAL AND MEMORIAL COMMISSIONS

Civil War Centennial Commission

Appropriation, 1961	$100,000
Supplemental appropriation, 1961 (increased pay costs)	3,750
Total appropriation, 1961	103,750
Appropriation, 1962	100,000
Budget estimate, 1963	100,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Planning the commemoration	$103,559	$100,000	$100,000	
Unobligated balance no longer available	191			
Total	103,750	100,000	100,000	

JUSTIFICATION

Civil War Centennial Commission

The estimate of $100,000 is in the same amount as the 1962 appropriation.

The change of emphasis that the Commission recently made in its program will continue during the 1963 fiscal year. This means somewhat less emphasis on ceremonial events and a great deal more on historical undertakings.

By no means will the Commission abandon or neglect ceremonial observances, but it will select with great care those that seem to merit its sponsorship or participation. Those selected must meet the highest standards. They must commemorate events of outstanding national or international importance. In conceptions, content, and execution they must combine dignity and good taste. They must reflect the deepest sentiments of a mature and united people.

An excellent example of this type of observance is the one that will mark the 100th anniversary of the Emancipation Proclamation. The Commission plans a ceremony at the Lincoln Memorial on September 22, 1962, with the President as the central figure. The basic theme will be the worldwide significance of the proclamation and its place in mainstream of 19th century events.

The main energies of the Commission, however, will be devoted to historical projects. It will sponsor the preparation and publication of perhaps three series of volumes in the field of Civil War history.

In no sense will there be mere additions to a body of literature that is already voluminous. Instead, the series will consist of urgently needed volumes. A bibliographical series will guide the student not only to books and periodical articles but also to manuscript sources on the Civil War. Another series will guide students and laymen alike to sites and buildings associated with the war and to museum resources. A third series will consist of studies of the impact of the Civil War on the Nation's people and their lives in such fields as agriculture, business, labor science and technology, law, medicine, moral forces, literature, and the arts.

These volumes will be prepared by first-rate scholars with a demonstrated talent for writing.

While it is not expected that either these writers or the publishers will receive Commission funds, this phase of the program will command a measurable portion of the Commission's budget. This is so because the Commission and its staff will supervise as well as sponsor the work.

The Commission will continue to keep the public and the informational media informed of major centennial events. It will continue to cooperate closely with the various State centennial commissions as well as with civic and patriotic organizations. It will continue to urge individuals who have Civil War letters, diaries, maps, and photographs to deposit these in libraries and archival institutions. It also proposes to establish practical and productive relationships with historical societies and to do what it can to encourage and assist the study of the whole period of the Civil War in the Nation's high schools.

Itemization of estimate

	Actual, 1961	Available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$103,559	$100,000	$100,000	
Unobligated balance	191			
Appropriation	103,750	100,000	100,000	
Obligations by objects:				
11 Personnel compensation	68,199	65,855	65,855	
12 Personnel benefits	2,975	2,873	2,873	
21 Travel and transportation of persons	8,198	7,916	7,916	
22 Transportation of things	121	117	117	
23 Rent, communications, and utilities	3,543	3,421	3,421	
24 Printing and reproduction	2,354	2,273	2,273	
25 Other services	16,942	16,360	16,360	
26 Supplies and materials	1,227	1,185	1,185	
Total obligations	103,559	100,000	100,000	

GENERAL STATEMENT

Chairman HAYDEN. Who will appear?

Mr. NEVINS. I shall appear. I am Mr. Allan Nevins, Chairman of the Commission.

Chairman HAYDEN. We are very glad to see you. If you will sit down and, if you have a statement, we will be glad to hear it.

Mr. NEVINS. We have submitted a formal statement. We are in charge of our undertaking to commemorate the various events of the 4 years or more of the Civil War. We are assisting a lot of bodies in commemorating battles all the way from Cape Hatteras to Picacho Pass in Arizona.

We have undertaken a large variety of publications, including in particular a series of volumes dealing with the impact of the Civil War on the civil, the economic, and the social life of the country; a

volume, for example, on the impact of the Civil War upon agriculture in the United States, another dealing with its impact upon medicine, another dealing with its impact upon the status of women, another dealing with its impact upon literature and the arts, and so on.

Chairman HAYDEN. Then there is some kind of a change in emphasis on the activities of the Commission from what they were before?

EMPHASIS ON HISTORICAL PUBLICATIONS

Mr. NEVINS. Yes. We are particularly anxious to give emphasis now to historical publications and to avoid excessive emphasis upon battles and military events. For example, we wish to commemorate as thoughtfully and carefully as possible the passage of the Homestead Act in 1862, the passage of the Pacific Railroad Act, the passage of the Land Grant Act for colleges and universities, the Morrill Act, and of course the Emancipation Proclamation. For that we are making very large preparations already.

We are getting out brochures on these various great acts of Congress which were landmarks in our history and on the President's Emancipation Proclamation, which is certainly still another great landmark in our history.

Chairman HAYDEN. You are taking the period from the outbreak of the war until some time in 1965?

Mr. NEVINS. Yes. The life of the Commission, I think, is bounded by May 1965, and we wish to continue our commemorations until that time, until the time of the grand review in Washington in 1965. We are being assisted, and we are assisting ourselves, by a great variety of State and local commissions all over the country. Most of the States, some 40 States, have State commissions for commemorating the war and a number of cities, including the District of Columbia, have city commissions.

New York City has a very active commission, for example. We act in an advisory capacity to them and we are trying to engage the services of qualified historical scholars all over the country, and have the active cooperation of course of the National Park Service, which is in charge of the principal battlegrounds.

Senator BYRD. Mr. Chairman, may I ask a question at this point?

Chairman HAYDEN. Certainly.

ONE HUNDREDTH ANNIVERSARY OF STATE OF WEST VIRGINIA

Senator BYRD. West Virginia, as you know, became a State on June 20, 1863, and in 2 years we will be celebrating our 100th anniversary as a State. What is the Commission doing in connection with our own people in West Virginia?

Mr. NEVINS. We shall cooperate with the State of West Virginia and give it any assistance that it can possibly desire. That holds true of all the States of the country. As a matter of fact, we are quite aware that the movement for the separation of West Virginia began at the beginning of the war, in fact anticipated the beginning of the war, and we shall take note of that.

Senator BYRD. What are you doing specifically?

Mr. ROBERTSON. I am James Robertson, the Executive Director of the Commission, sir. I know of your Commission very well. I am a very close friend of Boyd Stutler, in Charleston, and may I say beforehand we were distressed at the death of the chairman, Dr. Myers.

Along these lines we are cooperating already with Mr. Stutler and the West Virginia Commission to assist him in every way we can. As a general policy we do not participate actively in any local commemoration. We feel the local group should take the responsibility, so we are simply standing by to assist them and then we advise with our own plans.

Senator BYRD. Do you have anything further?

Mr. NEVINS. No. Boyd Stutler is one of my oldest friends and I am in close touch with him at all times. We recently held here in the city of Washington a joint meeting of the National Commission and the State commissions. I am glad to report that Boyd Stutler was there and we compared notes.

Senator BYRD. Thank you, Mr. Chairman.

Chairman HAYDEN. Does that complete your statement?

Mr. NEVINS. That was my statement; yes.

PREPARED STATEMENT

Chairman HAYDEN. Do you want this statement in the record?

Mr. NEVINS. Yes, we wish that in the record.

Chairman HAYDEN. I will place it in the record.

(The statement referred to follows:)

STATEMENT BY ALLAN NEVINS, CHAIRMAN, CIVIL WAR CENTENNIAL COMMISSION

I greatly appreciate this opportunity to support the request of the Civil War Centennial Commission for an appropriation of $100,000 for the fiscal year 1963.

In this connection, let me point out a major change of emphasis in the Commission's program. Hereafter we shall devote our energies mainly to undertakings that will have enduring value.

Foremost among these is our publications program. This calls for the preparation and publication of two or more series of useful and scholarly volumes. One series will comprise bibliographical guides to the study of resources of the Civil War period, both source materials and the more valuable secondary works.

Another series, the impact series, will consist of some 15 volumes dealing with the impact of the Civil War on American life and culture. These titles will examine the war's impact on such important and diverse subjects as agriculture, science and technology, business organization and leadership, immigration and population movements, labor, medicine, law, literature and the arts, and moral forces.

Each volume of the impact series will be written by an outstanding authority in his field with a demonstrated talent for fluent writing of a high order.

Let me assure you that Commission funds will not be used to pay fees to the authors or to defray the costs of publication. Alfred A. Knopf, Inc., has agreed to publish the impact series. Each author will look to that firm for his recompense.

It is a genuine pleasure to report that already we have obtained commitments for the writing of no fewer than 12 of the impact series books.

Our role in obtaining these commitments suggests the kinds of work the Commission will perform in connection with the new publications program. We will serve as initiator and sponsor. We will bring authors and publishers together. We will give guidance, supervision, and assistance to the work at all stages. These labors will doubtless claim an appreciable portion of staff time as well as some of our funds, but we shall spend the Government's money wisely, prudently, even frugally.

1962 MANHATTAN, KAN.

Another aspect of our new program emphasis calls for the Commission to commemorate great landmark events of a century ago, especially the important forward steps in the nonmilitary field. In some cases we shall do this by taking part in ceremonial exercises, but only if they meet high standards of dignity and good taste. A prime example will be the observance of the centennial of the Emancipation Proclamation. In partnership with others we are arranging for ceremonies of national, indeed international, importance at the Lincoln Memorial on September 22, with briefer exercises next January 1. In other cases, different commemorative techniques will be more appropriate or more feasible. However this may be, the Commission is eager to commemorate such legislative monuments as the Homestead Act, the Morrill Land Grant College Act, and the National Banking Acts.

The Commission members believe that, by giving high priority to those companion activities of publications and commemorations, we can render a service to the Nation that will endure long beyond the period of the centennial.

At the same time we shall continue and expand our cooperative endeavors with the State commissions. Dr. Robertson will tell you more about this part of our work and about our recent meeting in Washington with representatives of those commissions.

Our forthcoming National Assembly in Columbus, Ohio, is designed to develop very practical groups throughout the Nation. The assembly will be a series of working sessions centered around panels on schools, on music, on the mass media, and on books and sources for the study of Civil War history. These panels are expected to make concrete proposals as to how we can best serve the groups they represent and what those groups can do to assist us.

My colleagues share my strong feeling that we must do more than we have thus far done to enlist the Nation's schools in the centennial. This requires more than exhortation. We must, we will, find the means of providing the schools with useful materials about the war period and its place in the seamless web of our developing heritage.

In conclusion, I repeat a paragraph from my recent statement to the corresponding subcommittee of the House of Representatives:

"The Civil War was the greatest upheaval that the American people have ever experienced, a many-sided cataclysm that has left its imprint for both good and ill on the national life ever since. It had aspects of grandeur and of tragedy, of exaltation and of sorrow, of moral gain and spiritual loss, that thoughtful men can never forget. It is fitting that a century after the event, the country should restudy this terrible conflict with an earnest desire to understand all its lessons. In contributing what it can to this reassessment, the Civil War Centennial Commission will make its dominant theme one not of division, but of unity."

PREPARED STATEMENT

Chairman HAYDEN. Dr. Robertson, do you want to say something?

Dr. ROBERTSON. No, sir. I think our chairman has said it better than I.

Chairman HAYDEN. Your statement at least will be included in the record.

Dr. ROBERTSON. Yes, I would like my statement included in the record.

(The statement referred to above follows:)

STATEMENT BY DR. JAMES I. ROBERTSON, JR., EXECUTIVE DIRECTOR, CIVIL WAR CENTENNIAL COMMISSION

On December 4, 1961, new leadership assumed the responsibilities of the Civil War Centennial Commission with the appointment of Dr. Allan Nevins (a native of Illinois) as Chairman and Dr. James I. Robertson, Jr. (a native of Virginia) as Executive Director.

Commensurate with this change in personnel is a new emphasis on the Commissions duties as well as completely new objectives. The Commission is now embarking on a program of more commemoration and less commercialism, of more reverence and less revelry, of producing works of permanent and lasting value and less temporary and immediate import.

Foremost among our plans is the publications program, as outlined in the statement of Dr. Nevins. A second aim is to make greater strides in the field of education—to acquaint schoolchildren better as to the causes and consequences of the war. By understanding the unequivocal impact on American history made by that struggle, rising generations can gain a better understanding of and respect for their national heritage.

Also in the field of education does the Commission hope to induce institutions (and individuals, where possible) to sponsor scholarships for college and graduate study in the field of American history. The Commission feels strongly that a keen cognizance of past struggles is necessary for the preservation of our national unity.

The Commission has already taken steps to work in closer liaison with State centennial Commissions. On January 31–February 1, 1962, delegates from 31 State commissions met in Washington, D.C., and discussed programs, problems, and future aims. This was the first meeting of its kind ever held; we feel that all obtained a better understanding of our common goals. The National Commission accordingly has taken a stronger lead in advising and engineering on grassroots levels that are, in their solemnity, worthy of those men and events which we are commemorating.

To foster closer organization and cooperation, the Executive Director is planning a series of visits to various State commissions and historical groups. As the major result of the Civil War was a restrengthened Union, so should our commemoration of that era be one of concerted effort.

Our Commission headquarters (700 Jackson Place NW.) will continue to answer scores of inquiries, distribute literature, issue a monthly newsletter, and serve as a relay for State, county, and civic centennial groups. We shall likewise continue assisting the National Archives, Library of Congress, National Park Service, and other governmental agencies in matters pertaining to the Civil War and its centennial.

To recognize achievements and extraordinary contributions to these observances, the Commission will bestow awards and make public notice of these deeds so as to foster more interest in and homage for our American past.

A major proportion of our appropriation will be expended for office personnel, newsletter, and travel conferences. That amount which we can save will be applied to our new publications program. We do not expect this latter amount to be sufficient for our needs, at this time, however, we are willing to do what we can with what we have.

We shall ever strive to bury the briers of bitterness and to engender closer harmony among all sections and peoples. That obligation we inherited from American generations of the 1860's.

Chairman HAYDEN. If that is all, we thank you very much for your appearance.

Mr. NEVINS. Thank you.

Chairman HAYDEN. Mr. Schwengel, we would like to hear from you.

STATEMENT OF HON. FRED SCHWENGEL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IOWA

GENERAL STATEMENT

Representative SCHWENGEL. Mr. Chairman and members of the committee, first I want to apologize for being a little late, but we get important business in our offices sometimes that involves people from home, and because they are the ones that vote for us we have to give them a little attention.

Chairman HAYDEN. I have that same experience myself.

Representative SCHWENGEL. You know what I am talking about. I am here with these gentlemen as a member of the Commission and as an interested student of the history and this particular Centennial Commission activity. I want to associate myself with the remarks that have already been made by these distinguished gentlemen and to say to you and for the record that they are distinguished gentlemen.

We are indeed fortunate to have two such fine men as Dr. James Robertson and Dr. Allan Nevins to furnish us leadership and to help us with the proper commemoration of this unfortunate period in our history from which we can learn, and I think should learn.

TRIBUTE TO DR. NEVINS AND DR. ROBERTSON

I would like to point out, and I wish I had time to elaborate on this, but I do not have time and I shall not take time, that there are many great historians with American background and history and they include such names as Turner, Muzzey, Beard, Bancroft, and many others, but I say to you, Mr. Chairman, that I think there is none any greater than the one who has consented to serve the Commission and as Chairman of the Civil War Centennial Commission.

We are indeed fortunate to have Dr. Allan Nevins as our Chairman. He is one of the most productive historians that we have ever had and with that, and this is not easy when you are as productive as he has been through the years, a most respected one among all the historians; and I speak for the entire Commission, I think, when I say that we are grateful that he has consented to come on to the Commission and to act as Chairman and to take time from his busy schedule and his many interests to help us in the proper commemoration of this affair.

I could go on and speak enthusiastically about Dr. Robertson. Let me just say that he is one of the youngest and one of the most respected young historians in America and we are indeed fortunate to have him as our Director.

I should like to have permission to revise and extend these remarks in the record.

Chairman HAYDEN. You may have that, sir.

Representative SCHWENGEL. I think permission has already been granted that the remarks of Dr. Robertson and Dr. Nevins be put in the record.

Chairman HAYDEN. Yes.

Representative SCHWENGEL. I would like also to put in the record a statement that Dr. Nevins made at the time he was elected; sort of his acceptance speech when he responded to his election for the chairmanship of the Commission.

Chairman HAYDEN. We would be very glad to have that.

Representative SCHWENGEL. And also the statement he made at the opening of the recent meeting we had with the leaders of the commissions of every State that met recently.

Chairman HAYDEN. Both statements will be included in the record.

(The statements referred to follow:)

CIVIL WAR CENTENNIAL COMMISSION MEETING OF STATE AND NATIONAL COMMISSION DELEGATES, WASHINGTON, D.C., JANUARY 31, 1962

SPEECH OF WELCOME

We of the National Commission are most heartily glad to see so many faces from different parts of the country. We thank you for leaving your businesses and facing all the discomfort and cost of a midwinter journey to Washington. We know we have put you to heavy inconvenience, and we hope that the give and take of our discussions will offer you a real compensation. We have a good deal to teach each other. Mr. Robertson and I, who are so new to our positions—we took office only last December, and have barely found our way to the pencil sharpener and water cooler—assuredly have a great deal to learn. Our older Commission members, however, and our Assistant Director, Mr. Gass, are men of experience and sagacity whose advice you will find profitable.

We are not likely to reach any important goal unless we are realistic about our problems. Of course we have a proud as well as difficult task in commemorating the Civil War, and we should all feel elation in being called upon to undertake it. But let us not minimize the difficulties. We have the task of interpreting the terrible convulsion of a century ago in such a way as to deepen the patriotism of all Americans, South and North, white and black, learned and unread. How can we do this honestly, not glossing over the misunderstandings, mistrusts, and demagogies in which the war was born, the searing anger with which it was carried on, the hatreds and despairs which it left in its wake, in such fashion as to make men better patriots? Clearly, only by giving a just emphasis to what was really the most important and memorable aspect of the conflict—the fortitude, the heroism, the self-sacrifice, the generosity of spirit which it evoked on boths sides; by bringing into relief, as worthy of emulation, the devotion to high purposes, the consecration to ideals, that marked North and South alike.

To accomplish this means lifting the commemoration to a high plane. To lift it to a high plane requires plan and sustained effort, with brains behind the plan, and time behind the sustained effort.

One of our difficulties is wrapped up in the word "time." In one sense we began the commemoration of the Civil War too soon. It began 10 years ago with a stream of books on battles, campaigns, generals, and other martial aspects of the conflict; a stream which grew into so great a torrent that some people professed themselves jaded with the war before we observed the centenary of Sumter. If we confine ourselves to battles and campaigns, the sigh of relief that went up over the real Appomattox in 1865 may conceivably be nothing to the national sigh of relief that will go up over the commemorated Appomattox in 1965.

But in a truer sense we began the work of commemoration too late. Our most important tasks, especially if we do lift them to a high plane, require creative thought, detailed blueprints, and years of labor. We have but 3 years left, and for a big job—for saving a neglected battlefield, commissioning a symphony, raising a monument, or getting important books written, 3 years is none too much. The larger our conceptions the more time presses. We must make haste lest 1965 find us with all too little done.

Another difficulty lies in the variety of prevalent conceptions about the proper way to commemorate the vast array of events, forces, and personalities bound up in the conflict. Perhaps a great poet, another Walt Whitman, or even a great single poem, another "Harvard Commemoration Ode," would do more to touch the heartstrings of the country than all the labors of the national and State commissions; perhaps another novel as vivid as Stark Young's "So Red the Rose" or as panoramic as Margaret Mitchell's "Gone With the Wind" would similarly eclipse our efforts. We cannot command poets and novelists; we must use humbler instruments, and on their use men naturally differ. But possibly we can turn this apparent weakness into a strength; we can adroitly make use of different concepts, different commemorative devices, to reach the different audiences that ought to be reached.

The propriety of reenacting, even in part, some of the great battles of the war has been hotly debated. Such reenactments are all too likely to be a travesty of the real event; they may even give a tragic, blood-soaked field a carnival atmosphere, which is the last abuse of history that we should permit. For myself, I confess to a distrust of them unless taste rules, and all elements of commercialism are muted and disciplined. Remembering the third and worst Bull Run, I told a friend that the National Commission would reenact a battle only over my dead body; I would be the first casualty of the engagement. I still think that such pageantry should be left to the States, with the aid of the National Park Service; it lies in their field, not ours.

But if the States and local authorities make their arrangements with taste and restraint, and if the National Park Service supplies its expert emphasis on accuracy, such reenactments may fill a valuable role. The sight of authentic uniforms and authentic colors and the sound of authentic arms can awaken the imagination as nothing else will. Taste is not an expensive commodity; it is rare, but it is not high priced. A good example of what it can accomplish was afforded by the town of Concord, Mass., when in 1875 it commemorated the shot heard round the world. The observances were almost perfect in their vividness and dignity and were recorded in a volume well worth study today. A mock battle badly done will mock its producers; fittingly and carefully done, with all the present-day sutlers kept well to the rear, a sober reenactment will thrill the heart and exalt the spirit. We may well make room for it, and the National Commission will be glad to give encouragement and advice.

The greatest difficulty of all, some will say, lies quite beyond all this. It lies in fact that our commemoration of the upheaval of a century ago coincides with a new crisis in race relations which has aroused strong emotions. We shall need courtesy and tact in facing this difficulty; all our tact, and all the mutual forbearance of which men of differing views are capable. Slavery, as my old friend Douglas Freeman once observed to me, was an ugly institution, and some of its legacies are ugly. But to my fellow northerners I can say that in considering the complicated subject of race relationships, nothing is more repugnant or less justified than an assumption of moral superiority, a holier-than-thou attitude. Mr. Dooley put a sound point into one sentence of his famous catalog of events he had witnessed during his lifetime. "I have seen the shackles dropped from th' slave," said Mr. Dooley, "so that he cud be lynched in Ohio." In this field we have all been sinners.

And the rule for the National Commission to follow is, I think, entirely clear. I put part of it into a short statement when I took office. "Above all," I said, "our central theme will be unity, not division, for out of the brothers' war slowly emerged the basis of a firm union of hearts instead of an uncertain union of jarring political elements. So far as we can, we shall allow the just pride of no national group to be belittled or besmirched. A host of white southerners died for what they believed a just cause; a host of white northerners died for what they held a sacred duty; a host of Negroes died, many in the uniform of the United States, for the achievement of freedom and human equality. We must honor them all." The National Commission, in its own observances, will never condone an affront to the dignity of any one of these groups. But that is all. Beyond that line we have no authority, and we well realize that a proper commemoration of events a century ago might suffer irretrievable damage from entanglement with controversial issues of today.

Part of the commemoration must reach the grassroots; it must appeal to the common people. Part of it, we hope, will reach up to the mountain peaks; painter, poet, sculptor, musician, philosopher will see it against the skies and say it is good. We of the National Commission have plans for one commemoration in the not distant future in which we are striving to enlist the poet and the

composer. To reach to the plain man and woman by their fireside we should like to encourage radio and television to seize some of the wealth of neglected opportunities in the Civil War area; and we think that Mr. Minow will approve of this desire. We have set on foot a rather ambitious program of historical and bibliographical publications, which already offers every prospect of success. As it is described, or at least outlined, on a separate sheet distributed among you I shall not now deal with it further; but if you desire we can supply additional information on any part of it.

As it is described, or at least outlined, on a separate sheet distributed among you, you will be equally frank and explicit in giving us yours. We have done our best to arrange an orderly agenda, which is in your hands; but we shall depart from it or add to it as you may desire. We do not expect that any controlling decisions will come out of this meeting; that is not its purpose. But we do hope that it will give us all a great deal of practical enlightenment, and will do something even more important—will give us a sense of solidarity in our common endeavors to make this nationwide commemoration a success.

STATEMENT BY THE CHAIRMAN, DR. ALLAN NEVINS, CIVIL WAR CENTENNIAL COMMISSION, DECEMBER 4, 1961

We shall use our energies and influence to help make the national commemoration of the Civil War both instructive and constructive.

To this end we shall discourage observances that are cheap and tawdry, or that are divisive in temper, or that in any other respect fall short of expressing the magnanimity of spirit shown by Lincoln and Lee, that fall short of honoring the heroism of the 600,000 men who gave their lives. We shall encourage observances which will assist the American people to understand the mingled tragedy and exaltation of the war, and to draw from it lessons both practical and moral commensurate with its importance.

We shall promote the publication of books and the collection of sources, which will stand as a permanent memorial of this commemoration. We shall do what we can to make the principal events of the war, civil and military, more meaningful to teachers and students in the schools of the Nation. We well realize that by use of the mass media we can give observances otherwise merely local a national interest and impact. We hope to enlist in our work the poets, the essayists, the novelists, and the composers of the country.

Above all our central theme will be unity, not division, for out of the brothers' war slowly emerged the basis of a firm union of hearts instead of an uncertain union of jarring political elements. So far, as we can, we shall allow the just pride of no national group to be belittled or besmirched. A host of white southerners died for what they believed a just cause; a host of white northerners died for what they held a sacred duty; a host of Negroes died, many in the uniform of the United States, for the achievement of freedom and human equality. We must honor them all. When we finally reach the commemoration of Appomattox, we shall treat it not as victory or defeat, but as a beginning—the beginning of a century of increasing concord, mutual understanding, and fraternal affection among all the sections and social groups of the Republic.

SUPPORT FOR FUNDS FOR COMMISSION

Representative SCHWENGEL. I conclude by expressing the hope that you will grant us the appropriation we are asking for so that we can move ahead with the program and the plans that we have, and invite you to watch what we are doing and aid and abet us in any way you can in your positions as Senators of the U.S. Senate.

Chairman HAYDEN. Thank you, sir, for your statement.

Senator BYRD. Mr. Chairman, may I just take 30 seconds to compliment my former colleague on his very fine statement here this morning and also to commend him on his continuing interest in the work of the Civil War Centennial Commission.

Representative SCHWENGEL. Thank you.

Federal Coal Mine Safety Board of Review

STATEMENT OF EDWARD STEIDLE, CHAIRMAN; ACCOMPANIED BY CHARLES R. FERGUSON, MEMBER; EDWIN R. PRICE, MEMBER; TROY L. BACK, EXECUTIVE SECRETARY; AND ROBERT J. FREEHLING, GENERAL COUNSEL

Justification

Chairman Hayden. We will now hear from the Federal Coal Mine Safety Board of Review. For the fiscal year 1963 budget estimate for the Federal Coal Mine Safety Board of Review the amount is $70,000, the same as that appropriated in fiscal year 1962. The justification for this estimate will be inserted in the record.

(The justification referred to follows:)

JUSTIFICATION OF THE 1963 BUDGET ESTIMATES

Creation of the Board

The creation of the Federal Coal Mine Safety Board of Review is provided for in title II of the Federal Coal Mine Safety Act, Public Law 552, 82d Congress, which act was signed by the President and became law on July 16, 1952. This act amends the Federal Coal Mine Inspection and Investigation Act of May 7, 1941, Public Law 49, 77th Congress, by giving Federal coal-mine inspectors authority to control certain dangerous conditions and practices in coal mines that may result in major disasters, and by creating a Board to which an operator may apply for revision or annulment of, and temporary relief from an order issued by a Federal coal-mine inspector or the Director of the U.S. Bureau of Mines, pursuant to section 203 or 206 of the act.

The Federal Coal Mine Safety Act reads in part as follows:

"Sec. 205. (a) An agency is hereby created to be known as the Federal Coal Mine Safety Board of Review, which shall be composed of three members who shall be appointed by the President, by and with the advice and consent of the Senate.

"(b) The terms of office of members of the Board shall be three years, * * * . A member appointed to fill a vacancy caused by the death, resignation, or removal of a member prior to the expiration of the term for which he was appointed, shall be appointed only for the remainder of such unexpired term. The members of the Board may be removed by the President for inefficiency, neglect of duty, or malfeasance in office."

Organization of the Board

The original Board was appointed by the President on August 21, 1952. The Board opened its offices on September 24, 1952, in the Lafayette Building, 811 Vermont Avenue, NW., Washington, D.C.

General duties of the Board

It is the duty of the Board to hear and determine applications filed with it by coal-mine operators seeking annulment or revision of, and temporary relief from, orders issued by the inspector or the Director of the U.S. Bureau of Mines pursuant to the provisions of the Federal Coal Mine Safety Act.

The performance of these duties requires the holding of public hearings, either in the District of Columbia or at other locations, at the discretion of the Board; the rendering of decisions; the ultimate issuance of findings and orders; and the certification of records on appeals.

The workload

The Federal Coal Mine Safety Act gave Federal coal-mine inspectors, for the first time, authority under law to close mines or parts of mines where certain dangerous conditions or practices are found, and to classify mines as "gassy." (A mine classified as "gassy" is required to be operated under somewhat different conditions that a nongassy mine.)

Under the act, the Board does not have authority to initiate proceedings or to conduct investigations. The workload depends entirely upon the number of appeals from orders, filed with the Board by coal mine operators; therefore, an estimate of the volume of such workload in any fiscal year is somewhat of a conjecture. To illustrate its caseload potential, the Board has obtained from the Bureau of Mines data pertaining to the number of orders issued pursuant to title II of the Federal Coal Mine Safety Act. These data reveal that 1,174 orders were issued during the period July 16, 1952, through July 31, 1961 (a period of approximately 9 years). These orders were made pursuant to the various sections of the act as follows: 483 pursuant to section 203(a); 533 pursuant to section 203(c); and 158 pursuant to section 203(d). This means that 483 mines or sections of mines were closed because of the existence of imminent dangers, 533 mines or sections of mines were closed because the violations cited in the notices of findings had not been eliminated within the time specified, and 158 mines were classified as gassy. Such orders, as already mentioned, are the sources of appeals to the Board. During this period, the Board received 24 applications for annulment or revision of orders issued by Federal coal-mine inspectors or the Director of the Bureau of Mines, and hearings which required from 1 to 12 days were held on each application.

The cost of the Board's operations will be influenced greatly by the number of hearings and the locations at which they are held. One item that conceivably could run to a large expenditure is the cost of hearings held outside of Washington, D.C. It is obvious that Congress did not intend that operators be unduly burdened with costs in connection with hearings. To take care of situations where long distances would have to be traveled by operators and their witnesses, section 205(d) of the act provides that "The principal office of the Board shall be in the District of Columbia. Whenever the Board deems that the convenience of the public or of the parties may be promoted, or delay or expense may be minimized, it may hold hearings or conduct other proceedings at any other place. * * *"

It is probable that some applications will be submitted by small operators of the Far West, the hearings of which would require a number of witnesses. In such instances, it is quite obvious that the convenience of the parties and the public would be promoted and expense and delay minimized if the hearings were held at a location near the mine. Even one hearing at a location remote from Washington headquarters would increase greatly the expenses of the Board.

The Board is aware that Congress did not intend that it become a large agency; therefore, it has no intention of expanding its staff beyond the number necessary to insure orderly functioning. However, the Board is required by statute to be at all times in a position to immediately set a date for and hold a prompt hearing, and to render a prompt decision, on any application filed with it. Delay where a mine has been closed by an order under this statute could mean undue hardship or bankruptcy to the operator and unemployment to the miners involved.

PROGRAM AND PERFORMANCE

Coal-mine operators, affected by orders issued by Federal coal-mine inspectors, may appeal to the Board for annulment or revision of, and temporary relief from such orders. During fiscal year 1961, a total of 133 orders were issued. When operators appeal, hearings are held, and the Board rules upon the application. It is estimated that there will be 125 to 150 orders subject to appeal to the Board in each of fiscal years 1962 and 1963.

Requirements for 1963. This request is in the amount of $70,000 for fiscal year 1963, of which $58,747 is for personnel compensation and $11,253 is for other obligations.

JUSTIFICATIONS FOR PERSONNEL COMPENSATION

The following summary table and statement present the essential facts with respect to this item:

	1962 estimate	1963 estimate	Estimated change in 1963 from 1962
1. Number of permanent positions	5	5	0
2. Annual salary cost of permanent positions	$46,579	$47,697	+$1,118
3. Other personnel compensation	50	50	0
4. Positions other than permanent (3 Board members)	12,000	11,000	−1,000
Total personnel compensation	58,629	58,747	+118

The five permanent positions listed represent the minimum staff required to carry out the statutory duties of the Board.

JUSTIFICATION FOR OTHER OBLIGATIONS

A total of $11,253 is requested for "Other obligations" in budget year 1963. The following summary table and statements present the essential facts with respect to these items:

	1962 estimate	1963 estimate	Estimated change in 1963 from 1962
12 Personnel benefits	$3,850	$3,950	+$100
21 Travel and transportation of persons	4,500	4,400	−100
22 Transportation of things	10	10	0
23 Rent, communications, and utilities	1,150	1,150	0
24 Printing and reproduction	700	650	−50
25 Other services	200	200	0
26 Supplies and materials	624	615	−9
31 Equipment	227	278	−59
Total	11,371	11,253	−118

Detailed statement

12 Personnel benefits.—The $3,950 requested for this item will be required to defray the aggregate costs to the agency resulting from various laws enacted in the interest of Federal employees, as follows: employer's share of cost of employees' life insurance, $180; health benefits, $300; retirement, $3,140; and Federal Insurance Contributions Act taxes, $330.

21 Travel and transportation of persons.—The $4,400 requested for this item includes $3,400 for travel expenses for Board members and $1,000 for transportation and subsistence for the Executive Secretary and the General Counsel of the Board.

22 Transportation of things.—This small sum of $10 is requested to defray any costs that may arise in connection with the shipment of files, records, or other documents required in connection with hearing held outside of the District of Columbia.

23 Rent, communications, and utilities.—The $1,150 requested for this item includes $850 for local telephone costs; $200 for long-distance telephone calls; $75 for airmail, special delivery, and other postage stamps; and $25 for telegraph service.

24 Printing and reproduction.—The $650 requested for this item includes the cost of administrative forms, leterheads, envelopes, etc.; and the printing regulations and issuances of the Board.

25 Other services.—The $200 requested for this item will provide $135 for the maintenance of equipment used in day-to-day operations, and $65 for health services provided by the Public Health Service.

26 Supplies and materials.—The $615 requested for this item includes the cost of all office supplies and commodities normally required in an agency of this kind.

31 Equipment.—The $278 requested for this item will provide funds for the purchase of such equipment as may be required.

Statement relating 1961, 1962, and 1963 programs

[In thousands of dollars]

1961 program (total costs, funded)	55
Maintenance of past year employment level	1
Increased workload	13
Other increases	1
1962 program (total costs, funded)	70
1963 program (total costs, funded)	70

Analysis by activities

Activities	1961	Decreases	Increases	1962	Decreases	Increases	1963
Hearing appeals (total obligations)	$55		$15	$70			$70

PREPARED STATEMENT

Chairman HAYDEN. It is the duty of this Board to hear and determine applications filed with it by coal mine operators seeking a change or abandonment of an order issued by a coal mine inspector or by the Director of the U.S. Bureau of Mines. If you have a written statement you may wish to file it for the record and summarize it orally.

Mr. STEIDLE. Mr. Chairman, I again have a short statement and a long statement.

Chairman HAYDEN. The long statement may go in the record and you may summarize it.

(The statement referred to follows:)

STATEMENT OF EDWARD STEIDLE, CHAIRMAN, FEDERAL COAL MINE SAFETY BOARD OF REVIEW

The Federal Coal Mine Safety Board of Review is presenting for your consideration a request for $70,000 for fiscal year 1963. This amount is the same as that appropriated for the current fiscal year.

The Board was created by, and is operating under, title II of the Federal Coal Mine Safety Act, Public Law 552, 82d Congress. It operates completely independent of any other Federal department or agency. Having only five permanent positions, the Board is one of the smallest independent entities in Government.

Notwithstanding its smallness, the Board is required to file various periodic and special reports with other Federal agencies and the Congress and is responsible for compliance with all laws, rules, and regulations pertaining to the operation of independent Government agencies. Meeting such requirements is somewhat of a problem in an agency such as ours, which is too small to employ experts in each phase of Government procedure. To meet this problem the Board employed persons who had extensive and diversified experience in Government and who had demonstrated their willingness and ability to carry out assignments without day-to-day supervision. Another reason for employing experienced personnel is that due to the extremely small number of employees, two of whom on occasion have been on out-of-town hearings simultaneously, any one of the remaining employees may be required to assume the responsibility of handling the immediate affairs of the Board.

The Board itself is composed of three members who are paid only when actually employed. The present members are Charles R. Ferguson, safety director, United Mine Workers of America, Washington, D.C., representing the coal mine workers; Edwin R. Price, manager, coal properties (retired), Inland Steel Co., Wheelwright, Ky., representing the coal mine operators; and I. Ed-

ward Steidle, dean emeritus, College of Mineral Industries, the Pennsylvania State University, University Park, Pa., serving as Chairman. The tripartite nature of the Board is required by section 205(c) of the act.

The duty of the Board by statute and the procedure under which it operates are in some respects unique among those given to Government agencies. The sole activity of the Board is the hearing and determination of appeals by coal mine operators from orders of Federal coal mine inspectors or the Director of the Bureau of Mines. In this connection, the Board is required by law to be in a position at all times to "immediately * * * fix the time for a prompt hearing" on any appeal filed with it. The Board has no inspection duties and dies not itself initiate action. The extent of its activity depends entirely upon the wishes of coal mine operators affected by the aforementioned orders. This situation precludes any control by the Board over its workload and makes its volume difficult to estimate to a reasonable degree of accuracy.

To illustrate the potential workload, it is the information of the Board that during the period July 16, 1952, the effective date of the act, through December 31, 1961, a total of 1,223 orders were issued by Federal inspectors. Of these orders, 526 were pursuant to section 203(a) of the act, and required the closing of mines or sections of mines where imminent dangers were found; 537 were pursuant to section 203(c), and required the closing of mines or sections of mines where the operators had failed to abate certain specific violations of the act within the time provided by the inspectors; and 160 were pursuant to section 203(d), and required the operators to comply with the provisions of the act pertaining to gassy mines. It is estimated that there will be 125 to 150 orders subject to appeal to the Board in fiscal year 1963.

As of January 15, 1962, 25 appeals had been filed with, and decided by, the Board. The Board has no knowledge of the number of orders still outstanding and therefore subject to appeal. Five determinations by the Board have been reviewed in Federal Courts of Appeal, and in each instance the Board action was unanimously sustained.

As previously stated, the sole activity of the Board is the hearing and determination of appeals made by coal mine operators. The principal purpose of permitting such review by an administrative body representing the coal mine workers, the coal mine operators, and the public is to safeguard against possible unreasonable or ill-founded interpretations and decisions by the personnel of the Bureau of Mines. As has been pointed out by one of the major coal associations, "The mere existence of the Board and the powers vested in it by Congress to annul orders issued by Federal coal mine inspectors and the Director of the Bureau of Mines has a strong tendency to keep the administration of the act on a fair and equitable basis."

The Board will make a sincere effort to carry out its duties under the statute at a cost within the amount requested. However, if the workload should prove to be greater than is presently anticipated, it, of course, would have no choice but to ask for additional funds.

In conclusion, I assure you that this Board is anxious to operate as economically as is consistent with the carrying out of its function under the Federal Coal Mine Safety Act. It has worked toward that objective in the past and will continue to do so. A considerable saving has been effected by utilizing the services and facilities of larger agencies wherever possible either on a reimbursable or gratis basis, and the Board expects to retain this practice in the future.

General Statement

Mr. Steidle. The Federal Coal Mine Safety Board of Review is presenting for your consideration a request for $70,000 for fiscal year 1963. This is the same amount as that appropriated for the current fiscal year.

The Board was created by, and is operating under, title II of the Federal Coal Mine Safety Act, Public Law 552, 82d Congress. It operates independently of any other Federal department or agency. Having only five permanent positions, the Board is one of the smallest independent entities in Government.

Members of our Board are paid only when actually employed. Currently the members are Charles R. Ferguson, Safety Director,

United Mine Workers of America, on my left; and next to Mr. Ferguson, Edwin R. Price, manager, coal properties, Inland Steel Co. (retired); and I, Edward Steidle, dean emeritus, College of Mineral Industries, the Pennsylvania State University. The tripartite nature of the Board is required by section 205(c) of the act.

BOARD FUNCTIONS

The Board hears and determines appeals by coal mine operators from orders of Federal coal mine inspectors or of the Director of the Bureau of Mines. The extent of Board activities thus depends entirely upon the wishes of coal mine operators affected by such orders. This procedure precludes any control by the Board over its workload.

The principal purpose of permitting a review by an administrative agency representing the coal mine workers, the coal mine operators, and the public is to safeguard against possible unreasonable or ill-founded interpretations and decisions by the personnel of the Bureau of Mines.

TOTAL APPEALS TO BOARD

It is the information of the Board that during the period July 16, 1952, the effective date of the act, through December 31, 1961, a total of 1,223 orders were issued by Federal inspectors. As of today, 25 of these orders have been appealed to the Board.

The Board will make a sincere effort to perform its function at a cost within the $70,000 requested. We will continue to operate as economically as is consistent with the carrying out of our duties.

Chairman HAYDEN. How many appeals are pending now?

Mr. STEIDLE. I think the slate is clear; is that right?

Mr. FERGUSON. That is right.

Mr. STEIDLE. The slate is clear at the moment.

ChairmanHAYDEN. How many appeals did you have during the past year?

Mr. STEIDLE. Only three during the past year.

Chairman HAYDEN. You are there ready to function whenever it is necessary. That is the point?

Mr. STEIDLE. Yes, sir.

Chairman HAYDEN. I think it is a very important function to perform, too. Are there any further statements by any of you?

We thank you for your appearance.

Mr. STEIDLE. Thank you, Senator, and members of your committee.

COMMISSION OF FINE ARTS

STATEMENT OF DAVID E. FINLEY, CHAIRMAN; ACCOMPANIED BY L. R. WILSON, SECRETARY; AND DALE L. ROTHROCK, FINANCE OFFICER

SALARIES AND EXPENSES ESTIMATE

Chairman HAYDEN. Mr. Finley, Chairman of the Commission of Fine Arts. The budget estimate for salaries and expenses, Commission of Fine Arts, for fiscal year 1963 will be placed in the record. Eighty thousand dollars are requested for the coming fiscal year, an increase of $10,000 over the amount asked for last year.

(The estimate referred to follows:)

COMMISSION OF FINE ARTS

Salaries and expenses

Appropriation, 1961	$69,000
Appropriation, 1962	70,000

SUMMARY OF INCREASES, 1963

Administration: Increase in staffing of the Commission and increased travel costs	+10,000
Budget estimate, 1963	80,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Administration	$67,671	$70,000	$80,000	+$10,000
Unobligated balance lapsing	1,329			
Total	69,000	70,000	80,000	+10,000

JUSTIFICATION

The estimate of funds needed to operate the Commission of Fine Arts in fiscal year 1963 is $80,000, or an increase of $10,000 over the sum appropriated in fiscal year 1962. The increase for 1963 would provide funds for increased travel costs of the members, promotions, and a new position in the editorial series.

1. The Commission of Fine Arts was established in 1910 to fill the need for a permanent advisory agency whose members would be qualified to make available to the Government the authority of expert opinion upon questions of art arising in the course of administration. As an independent agency, it was intended to serve a twofold purpose; first, to give advice concerning esthetic standards and matters of civic design involved in the orderly development of the city of Washington; and, second, to furnish expert advice on questions of art to the President, to the Congress and its committees, and to the heads of the various departments and agencies of the Federal and District Governments.

The seven members of the Commission are appointed by the President and serve without pay. They give freely of their time, meeting for 1 or 2 days each month as required, with compensation only for actual expenses of travel and

subsistence incurred in attending meetings. The technical and professional problems that come to the Commission fall primarily into the fields of architecture, general site planning, landscape architecture, sculpture and painting, but, in recent years, an increasing amount of time has been devoted to critical review and report of proposed legislation, whose aim is to foster production and appreciation of the fine arts.

The authorized scope of the Commission's activity covers not only Federal and District Government projects in the city of Washington and its environs, but also cetain designated private ad semipublic construction projects under authority as noted hereafter; and its scope often includes Federal projects outside the District of Columbia and abroad, such as the World War I and World War II memorials and cemeteries, the designs for which come before the Commission by authority of Public Law 534, 67th Congress (42 Stat. 1509) as amended. During the 51 years of the Commission's existence, the 64 members who have served on it, have steadwastly insisted on the maintenance of the highest esthetic standards in the design of the Federal and semipublic projects that are referred to it by law.

The current staff of the Commission comprises an executive secretary (GS–14), a staff assistant for fine arts matters (GS–13), a staff assistant for legal matters (GS–13), an administrative assistant (GS–10), and two secretaries (stenography) (GS–7). As noted above, a new position (GS–10) in the editorial series is being sought to provide for compilation and editing of reports and documents. Increase in the workload over the past few years has resulted in tardy compilation of the 16th and 17th Reports of the Commission and the Minutes of the Commission. These reports and minutes of the Commission are invaluable records of the aesthetic development of the city of Washington during the 20th century which furnish information not available from any other source.

2. Specific functions of the Commission comprise the following:

(*a*) Under the provisions of its Enabling Act, Public Law 181, 61st Congress, approved May 17, 1910, the Commission of Fine Arts advises generally upon questions of art when required to do so by the President, or by any committee or Member of either House of Congress.

It advises specifically on all plans for parks and public buildings, constructed by the executive departments or the District of Columbia, which in any essential way affects the appearance of the city of Washington and its environs. Authorization has been given or is pending for the design of many new Federal and District buildings, most of which are planned for erection in the central area of the city of Washington, as part of the expansion of the Federal or District Governments.

It also advises upon location and design of statutes, fountains and monuments in the public squares, streets, and parks in the District of Columbia and upon the selection of models for the statues, fountains, and monuments erected under the authority of the United States and upon the selection of artists for the execution of the same.

Rendering an opinion on the merit of designs for medals, insignia, coins, or other art projects created and produced by the executive department is also a phase of the Commission's duties.

(*b*) The Commission carries out the provisions of the Shipstead-Luce Act. Public Law 231, 71st Congress (46 Stat. 366) approved May 16, 1930, an act to regulate the height, exterior design, and construction of private and semipublic buildings in certain areas of the National Capital. In this function the Commission reports its findings on the above features to the Commissioners of the District of Columbia before building permits are issued at the Central Permit Bureau.

(*c*) The Commission also carries out the provisions of the Old Georgetown Act, Public Law 808, 81st Congress (64 Stat. 903, ch. 984), approved September 22, 1950, an act to regulate the height, exterior design and construction of private and semipublic buildings in the Georgetown area of the National Capital. This action also requires review and recommendations to the Commissioners of the District of Columbia on the merits of the designs submitted for building permits.

(*d*) Gifts of works of art to the Government from private individuals or foreign governments are reviewed by the Commission for artistic merit and suitability before acceptance.

(*e*) Private organizations and citizens from the entire country frequently call upon the Secretary's office for advice and suggestions that vary from the au-

thenticity of historical monuments to the procedures for establishing a municipal art commission.

(*f*) Periodic and special reports are compiled and issued as required or requested; for example, the regular reports of the Commission's activities, and the report to the President, entitled "Art and Government," issued in 1953.

ITEMIZATION OF ESTIMATE

Salaries and expenses

	Actual, 1961	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$67,671	$70,000	$80,000	+$10,000
Unobligated balance lapsing	1,329			
Total (appropriation)	69,000	70,000	80,000	+10,000
Obligations by objects:				
11 Personnel compensation	46,680	53,000	62,000	+9,000
12 Personnel benefits	3,063	3,500	4,100	+600
21 Travel and transportation of persons	5,049	7,000	7,400	+400
23 Rents, communications and utility services	1,093	1,000	1,000	
24 Printing and reproduction	5,722	2,000	2,000	
25 Other services	2,639	2,500	2,500	
26 Supplies and materials	1,557	1,000	1,000	
31 Equipment	1,868			
Total obligations	67,671	70,000	80,000	+10,000

GENERAL STATEMENT

Chairman HAYDEN. You may either read your statement or you may place it in the record and summarize it if you wish.

Mr. FINLEY. Thank you, sir. We filed a justification for the record and I would like to read a short statement, if I may.

Chairman HAYDEN. All right.

REQUEST FOR INCREASED FUNDS

Mr. FINLEY. The Commission of Fine Arts is requesting an appropriation of $80,000, which represents an increase of $10,000 over the appropriation for fiscal year 1962. The increase is to provide for travel costs and salaries, and a new position in the editorial series.

At the present time the Commission has six regular employees; an executive secretary, a staff assistant for fine arts matters, a staff assistant for legal matters, an administrative assistant and two stenographers. The incumbent of the new position would be engaged in writing reports and conducting research essential to the work of the Commission.

TOTAL SUBMISSIONS ACTED UPON

During fiscal year 1961, the Commission acted upon 583 formal submissions, carrying an estimated cost of many millions of dollars. A tabular listing accompanies my statement showing the number of applications for 3 past fiscal years.

Over the past 10 years the number of formal submissions to the Commission has steadily increased. More than 3,000 formal applications have been considered under the administration of the Old Georgetown Act, and over 1,000 formal applications under the Shipstead-Luce Act.

These numbers do not include the many informal submissions and inquiries that consume much time and effort by the staff. Yet during this time the staff has remained relatively small. The members of the Commission believe that it needs to be further strengthened. I, therefore, hope the committee will favorably consider our request for the amount needed for the next fiscal year.

The members of the Commission are, as you know, appointed by the President and serve without compensation, receiving only actual travel expenses incurred in attending meetings.

Since the Commission was established in 1910, more than 60 distinguished architects, landscape architects, painters, sculptors, and laymen in the field of fine arts have given freely to their Government the benefit of their experience and professional skills in advising the President, the Congress, and Government agencies on matters involving the fine arts.

(The tabular listing referred to follows:)

Number of submissions presented to the Commission of Fine Arts during the past 3 fiscal years

	1959	1960	1961
Shipstead-Luce Act (approved May 16, 1930)	97	114	107
Old Georgetown Act (approved Sept. 22, 1950)	212	226	280
Commission of Fine Arts Act (approved May 17, 1910)	194	217	196

FISCAL YEAR 1959

Item	Cases received	Approved	Disapproved
Shipstead-Luce Act	97	85	12
Old Georgetown Act	212	203	9
Commission of Fine Arts Act	194		

FISCAL YEAR 1960

Shipstead-Luce Act	114	75	39
Old Georgetown Act	226	201	25
Commission of Fine Arts Act	217		

FISCAL YEAR 1961

Shipstead-Luce Act	107	82	25
Old Georgetown Act	280	250	30
Commission of Fine Arts Act	196		

ADDITIONAL POSITION

Chairman HAYDEN. We thank you for your statement. I believe the committee would like to know just what you will use the additional $10,000 for. Just one man?

Mr. FINLEY. Yes; it is for one man. We want someone who can do research and write reports. We have nobody that has the time to do that and we find it very difficult to get out annual reports, and special reports, and so on; and we are frequently asked for them.

Chairman HAYDEN. I realize that you are very frequently called upon for information which is desired quickly and to get an accurate report you have to have somebody write it up.

Mr. FINLEY. Yes; it really requires a full-time man for that work and we would like very much to have that one extra position. We have kept down the number of employees to the least possible number.

Chairman HAYDEN. Have you any questions, Senator Young?

TOTAL EMPLOYEES

Senator YOUNG. How many employees do you have now?

Mr. FINLEY. We have six paid employees.

Senator YOUNG. What do they do?

Mr. FINLEY. One is the Executive Secretary, Mr. Wilson, here; a staff assistant for fine arts matters; staff assistant for legal matters—he is a lawyer, of course—an administrative assistant, and two stenographers. That comprises the staff at present.

Senator YOUNG. That is all. Thank you.

Chairman HAYDEN. Senator Byrd?

Senator BYRD. No questions; thank you.

Chairman HAYDEN. We thank you.

Mr. FINLEY. Thank you, Senator Hayden.

National Gallery of Art

STATEMENT OF JOHN WALKER, DIRECTOR; ACCOMPANIED BY ERNEST P. FEIDLER, ADMINISTRATOR; E. ROY BERGHOLZ, ASSISTANT TREASURER; AND LLOYD D. HAYES, ASSISTANT ADMINISTRATOR

Increase in Budget Estimate

Chairman Hayden. The National Gallery of Art, Mr. Walker.

The justifications for the National Gallery of Art 1963 budget estimate for salaries and expenses will be printed in the record. This estimate amounts to $2,054,000; an increase of $122,000 over the appropriation for fiscal year 1962.

(The material referred to follows:)

The appropriation "Salaries and expenses, National Gallery of Art", is authorized by the joint resolution of Congress, approved March 24, 1937 (20 U.S.C. 71–75). Appropriated funds are used only for the operating and maintenance costs of the gallery. Works of art are acquired by gift from public-spirited collectors, or by purchase with funds donated for that specific purpose.

In 1963 we plan to undertake the largest single maintenance project which has been required since the monumental building was turned over to the Government in 1940. This budget includes funds for the major repair of one-half of the skylight—1¼ acres of glass roof. The remaining portion of equal area will be repaired in fiscal year 1964. Conversion of an elevator to passenger operation is also planned for 1963.

There will be no increase in 1963 in the full-time employment of 308 supported by funds available for the current year. Other normal operating expenses are expected to remain at the current-year level.

Salaries and expenses

Appropriation, 1961	$1,920,000
Appropriation, 1962	1,932,000

SUMMARY OF INCREASES AND DECREASES, 1963

1. To pay the net cost of within-grade promotions	+10,000
2. To pay for major repairs to skylight	+100,000
3. To pay for conversion of elevator to passenger operation	+18,000
4. To pay for maintenance and central station service for new burglar alarm system	+6,000
5. Reduction due to anticipated decrease in overtime payments to guards	−10,000
6. Reduction due to nonrecurring purchase of power scrubbing machine in 1962	−2,000
Net change, 1963	+122,000
Budget estimate, 1963	2,054,000

EXPLANATION OF INCREASES AND DECREASES

1. Within-grade promotions

The net cost of within-grade promotions in 1963 is estimated at $10,000. Turnover in gallery employees occurs principally in the lower grade positions,

and among employees who have not reached the higher steps of their grades. For this reason turnover savings have never been sufficient to cover within-grade promotion costs. However, this increase in personnel compensation is offset by the reduction in overtime payments explained in item 5.

2. Repair of skylight

The entire roof over the exhibition galleries is skylight. This glass roof consists of 15,301 pieces of glass, each 36 inches by 25⅛ inches, which are sealed in aluminum frames forming 184 roof sections joined together by expansion joints. Such a roof is considered watertight so long as the mastic sealing the glass lights to their aluminum frames prevents water from entering the joint between the glass and aluminum, or so long as the water that enters the joint is carried by a gutter system on the attic side of the glass to drains outside the building.

The gallery skylight has not been a watertight roof for at least the last 10 years. This condition began to develop within 5 years after the building was completed due to normal aging of the mastic sealant and the extremes of temperatures to which this material was exposed. The condition has continually deteriorated as many of the small gutters, designed to carry off water entering defective joints have become clogged with pieces of the hardened mastic which have broken away from the joints. The design and location of the gutters prevent their cleaning as a roof maintenance operation, and the replacement of the mastic on the underside of the glass has involved so much labor that it has been undertaken only in experiments being made to test new materials.

For more than 10 years then, we have tried to cope with this problem by covering the upper side of the glass and metal joints with convential-type (oil base) calking compounds. This is a temporary repair method which is only partially effective for 1 or 2 years. At no time have we been able to effectively repair all the leaks in the more than 2½ acres of skylight. To prevent water from entering the rooms where works of art are exhibited, more than 100 aluminum dishpans are used during a heavy rain to catch water leaking into the attic.

Over the past 15 years we have inspected many skylights of various designs and have found that all skylights leak once the mastic used in the joints of glass and metal has lost its adhesive and cohesive qualities. Since 1955 we have experimented with some of the new types of mastics. Accelerated weathering tests indicate the life expectancy of several of these new materials to be two to four times that of conventional oil-base calking compounds. These new mastics are expensive and difficult to use, but we believe their use to be essential to any satisfactory repair of the skylight.

More than a year ago a waterproofing contractor, experienced in the proper application of a polysulphide mastic, sealed 270 lights of glass in the gallery skylight. The material and method of application used in this experiment present the most practical solution we know of for effective skylight repair. This repair would be expected to provide a comparatively leak-free skylight for a minimum of 20 years.

The cost for the total skylight area is estimated at $200,000 based on the cost of the experimental work performed last year. Within the months normally suitable for exterior work of this kind not more than 50 percent of the skylight can be repaired in a single year. Therefore, only $100,000—one-half of the estimate for the complete skylight—is requested for fiscal year 1963.

3. Conversion of elevator to passenger operation

In the 1960 budget $17,000 was approved for the conversion to passenger operation of one of the two elevators at the Constitution Avenue entrance of the gallery. At the completion of this conversion in October 1960, the full-time service of an elevator operator was no longer required. While on the whole service from the passenger-operated elevator has proved satisfactory, there have been many interruptions in service due to malfunctions in the automatic controls. We have also found that the passenger-operated elevator will not, to an equal degree of efficiency, handle as much traffic as an elevator manually operated. Accordingly, there have been many occasions in the past year when it has been necessary to take a laborer or guard from other work to operate an elevator. We believe that if both elevators were passenger operated, a satisfactory elevator service could be provided gallery visitors. Also, an additional passenger-operated elevator would prevent the service and work interruptions

mentioned above. The cost of converting this second elevator to passenger operation is estimated at $18,000.

4. New burglar alarm system

In the past several years there has been a significant increase in thefts from museums. This increased activity has caused real concern to the officers and trustees of the gallery due to the many openings into the building which are unprotected by burglar-alarm devices. In order that these devices may be installed without delay, the Trustees of the National Gallery of Art have authorized the expenditure of $21,000 from private funds. Maintenance and service for the remainder of this fiscal year will be covered in the installation contract. Thereafter, the annual service and maintenance charge will become an obligation of the Government the same as the present service and maintenance of watch-station and fire-alarm devices. This annual charge for service and maintenance of the new system giving burglar-alarm protection to 18 doors, 105 movable windows, 5 fixed windows, and 82 air-vent openings is estimated at $6,000.

5. Decrease in overtime payments

Due to the special protection provided for temporary exhibitions from Nationalist China and the United Arab Republic overtime payments to guards were unusually high during the first half of the current fiscal year. There are no exhibitions planned for 1963 which will require a comparable amount of overtime services. The anticipated decrease is $10,000.

6. Nonrecurring purchase of power scrubbing machine

A power scrubbing machine costing $2,000, is being purchased this year. No similar replacement of equipment is planned for 1963.

STATUS OF PROGRAM

Changes in management requirement

A lower average employment than planned permitted the saving of $13,446 in personnel compensation during 1961. This saving was used to purchase the air-filter units included in the 1962 budget at $12,000, and to replace unserviceable items of equipment. The use of 1961 money for 1962 budget items will permit the absorption of $12,000 in wage-board pay increases (effective December 25, 1960) which were not included in the 1962 budget. By effecting additional efficiencies in building operation and maintenance one permanent position was abolished in 1961, and another permanent position is being dropped during the current year. A net of seven full-time positions have now been abolished since July 1, 1958.

Accessions

During the fiscal year 1961 there were 96 accessions, either gifts or loans, including 41 paintings, 23 sculptures, 29 objects of decorative art and 3 of graphic arts.

Obligations by object classification

	1961 actual	1962 estimate	1963 estimate
11 Personnel compensation	$1,569,454	$1,593,800	$1,593,800
12 Personnel benefits	118,058	119,500	119,500
21 Travel and transportation of persons	6,713	7,000	7,000
22 Transportation of things	722	700	700
23 Rent, communications, and utilities	125,568	131,000	131,000
24 Printing and reproductions	1,668	9,000	9,000
25 Other services	29,151	25,000	131,000
26 Supplies and materials	54,636	41,500	41,500
31 Equipment	13,925	4,500	2,500
32 Lands and structures			18,000
Total obligations	1,919,895	1,932,000	2,054,000

WORK PROPOSED UNDER INCREASED FUNDS

Chairman HAYDEN. Please outline for the committee the work proposed to be done with the additional funds requested.

Mr. WALKER. I have a statement, sir. May I read it to you?

Chairman HAYDEN. Yes.

Mr. WALKER. Thank you. The appropriation, "Salaries and expenses, National Gallery of Art," for the current year is $1,932,000. For fiscal year 1963 we are requesting a net increase of $122,000 which brings the total to $2,054,000.

RENOVATION OF GALLERY BUILDING ROOF

One hundred thousand dollars of the increase is for renovating one-half of the roof of the gallery building. The roof is constructed of 15,301 lights of glass sealed in aluminum frames with a putty or mastic. In total area there are about 2½ acres of glass.

After 22 years the mastic sealing the lights in the metal frames has lost its adhesive and resilient properties which are necessary for a watertight seal. During a heavy rain more than 100 containers must be distributed in the attic of the building to catch the water leaking through the skylights.

The conventional-type sealant used in the original construction has an expected life of 10 years. Over the past several years synthetic mastics have been developed which are expected to last at least twice as long. In August of 1960 we had an experienced waterproofing contractor repair, with a synthetic (polysulfide) sealant, a roof section of 270 lights. The material and method of application used in that test section presents the most practical solution we know of for effective skylight renovation.

To repair the total skylight by this method will cost approximately $200,000. During a single fiscal year normal conditions of weather will permit the renovation of an estimated one-half of the total skylight. For that reason we have planned the complete project over a 2-year period. The first 1¼ acres of skylight to be repaired in 1963 is estimated to cost $100,000.

DANGER TO CONTENTS OF GALLERY

Chairman HAYDEN. There is a great danger of injury to contents of the gallery when water pours through?

Mr. WALKER. It is a danger. We try to keep a good many members of our staff on rainy days placing the buckets at the right places.

Chairman HAYDEN. Concerning the repair work, I assume that you would need particularly good weather?

Mr. WALKER. That is true, and that limits the amount of time that can be devoted to it.

In October 1960, one of the two-passenger elevators at the main entrance to the building was converted to automatic operation. With the automation of one elevator we no longer needed the service of a full-time operator. However, because of normal malfunctions in automatic devices and because during peak periods of attendance two elevators are required, we must at times assign a guard or laborer to operate the remaining car.

CONVERSION OF ELEVATOR TO AUTOMATIC OPERATION

To improve the automatic service and to save the manpower expended for manual operation, we are requesting $18,000 to convert the second elevator to passenger operation. This will complete the conversion of elevators at the National Gallery of Art.

GIFT OF NEW BURGLAR ALARM SYSTEM

With the recent increase in the number of thefts from museums, the trustees and officers of the gallery have decided that better protection should be provided against possible undetected entry into the building when it is closed to the public. The trustees have provided $21,000 from private funds for the purchase and installation of a new burglar alarm system. This system, now being installed, without cost to the Government, protects the 18 doors, 110 windows, and 82 air vents which provide possible access from the outside to the interior of the building.

ANNUAL MAINTENANCE OF ALARM EQUIPMENT

The central station alarm service to be furnished by the installation contractor, and the maintenance of the equipment will be covered by an annual contract at an estimated cost of $6,000.

Chairman HAYDEN. That was a very generous gift.

Mr. WALKER. It was a very generous gift, I agree, and will greatly increase our protection. This cost will be a recurring item in the annual appropriation for the National Gallery of Art.

In summation, the net increase of $122,000 covers three items of utmost importance in the maintenance and operation of the gallery, and the protection of its irreplaceable art collections: (1) the repair and renovation of the gallery skylight, (2) the conversion of an elevator to passenger operation, and, (3) the maintenance and central station service for a new burglar alarm system. Estimates for these items are: $100,000 for the skylight, $18,000 for the elevator, and $6,000 for the burglar alarm system. Offsetting this total of $124,000 is $2,000 in this year's appropriation for the purchase of a scrubbing machine, which is a nonrecurring item.

ABSORPTION OF WAGE BOARD INCREASES

I would like to call your attention to the fact that these estimates for 1963 provide no increases for personnel compensation. Within the appropriation passed for the current year we are absorbing $12,000 in wage board pay increases which became effective December 25, 1960.

Also, an additional increase was granted wage board employees effective December 10, 1961, which will amount to $5,000 for this year. This increase will also be absorbed. In our judgment these administrative actions will not reduce the high standard of protection, maintenance, and service which we have consistently tried to maintain since the gallery was established.

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TOTAL ATTENDANCE

Our attendance last fiscal year reached 1,032,340—an increase of 7 percent over 1960.

We believe that the requested appropriation of $2,054,000 will enable us to maintain and operate the National Gallery of Art at the same high standard which the Congress has heretofore determined must be sustained.

Thank you.

Chairman HAYDEN. Are there any questions?

PRIVATE ENDOWMENT FUND FOR ACQUISITIONS

Senator YOUNG. What funds do you have in addition to the Government funds?

Mr. WALKER. We have a private endowment fund provided by Mr. Mellon and others.

Senator YOUNG. How much does that amount to a year?

Mr. BERGHOLZ. The income is approximately $500,000.

Mr. WALKER. This is also the only purchase funds that we have in the gallery and it was the intention of Mr. Mellon that the greater part of that fund should be used for the acquisition of works of art. We never come to Congress and ask for any appropriations for further acquisitions; so we keep as much as possible of that income for purchase.

Senator YOUNG. Do you use some of this money for other purposes?

Mr. WALKER. For other purposes?

Senator YOUNG. Yes.

Mr. WALKER. The $21,000 I spoke about which was necessary to install this burglar system came out of those funds. Then we have concerts every Sunday night which are free to the public and that also comes out of those funds.

We have lectures every Sunday. We use it for that purpose, and there are other matters of that kind for which it is used.

Senator YOUNG. Thank you.

Chairman HAYDEN. What is the estimate of the total amount which is required to complete this endowment?

Mr. WALKER. You mean the total amount of money for endowment from Mr. Mellon and the Mellon Educational and Charitable Trust Fund?

Chairman HAYDEN. Yes.

Mr. WALKER. $11 million.

Mr. BERGHOLZ. Roughly $11 million.

Mr. WALKER. Part of that, sir, was for the finishing up of certain unfinished areas in the gallery.

Chairman HAYDEN. I see. It was a very generous gift.

Mr. WALKER. Very generous, sir.

Chairman HAYDEN. Are there any further questions?

Senator BYRD. No, Mr. Chairman.

Chairman HAYDEN. We thank you for your appearance.

Mr. WALKER. Thank you, sir.

INDIAN CLAIMS COMMISSION

STATEMENT OF ARTHUR V. WATKINS, CHIEF COMMISSIONER; ACCOMPANIED BY JEAN R. HANNA, ADMINISTRATIVE OFFICER

JUSTIFICATIONS

Chairman HAYDEN. We will now hear from the Indian Claims Commission. Senator Watkins. The budget estimate for fiscal year 1963 for the Indian Claims Commission is $295,000; $15,000 more than was appropriated in fiscal year 1962. The justifications for this estimate will be printed in the record.

(The material referred to above follows:)

The Indian Claims Commission was organized on April 10, 1947, under the act approved August 13, 1946 (25 U.S.C. 70).

The duties of the Commission are to hear and determine all causes arising under section 2 of the act, up to and including August 13, 1946, on behalf of any Indian tribe, band, or other identifiable group of American Indians residing within the territorial limits of the United States. The act provides that the claims may be heard notwithstanding any statute of limitations or laches, but all other defenses shall be available to the United States.

Salaries and expenses

Appropriation, 1961	$205,800
Appropriation, 1962	280,000

SUMMARY OF INCREASES AND DECREASES, 1963

Increases and decreases are as follows:

Personal services	+18,000
Personal benefits	+1,000
Printing and reproduction	−2,000
Equipment	−2,000
Total	+15,000
Budget estimate, 1963	295,000

Analysis by activities

Activity	Amount available, 1961	Amount available, 1962	Estimate, 1963	Increase (+) or decrease (−)
Hearing and adjudication of Indian claims	$205,800	$280,000	$295,000	+$15,000

REQUIREMENTS FOR FISCAL YEAR 1963

The estimate for funds needed to operate the Indian Claims Commission in fiscal year 1963 is $295,000.

JUSTIFICATION FOR PERSONAL SERVICES

The following table and statement present the essential facts with respect to this item:

	1962 estimate	1963 estimate	Estimated change in 1963 from 1962
1. Number of positions	23	25	2
2. Annual salary cost of permanent positions	$235,000	$253,000	+$18,000
Total personal services	235,000	253,000	+18,000

The overall increase of $18,000 for personal services is for 2 clerk-stenographers, which is essential for necessary accumulated work due to our accelerated program, the full-time financing of the three Commissioners' salaries which was increased by Public Law 87-867 ($1,000 each or a total of $3,000), and other related benefits.

DETAILED STATEMENT

12 Personal benefits.—Section 4(a) of the civil service retirement amendments of 1956 (70 Stat. (747)) requires agencies to match the 6½-percent contribution of employees. This also covers employees' group life insurance and employees' group health contributions. This is a $1,000 increase due to additional authorized personnel.

21 Travel expense.—The principal provision of the Indian Claims Commission Act requiring expenditures for travel by the Commission and members of its staff are contained in 25 U.S.C. 70p, 709. The present limitation for travel is $10,000, the same as previous year.

23 Communications.—Three thousand dollars is requested to cover the cost of telephone facilities, long-distance calls and postage.

24 Printing and reproduction.—The estimate for printing and reproduction for 1962 is $1,000, and is to cover the printing of stationery and envelopes, miscellaneous forms, and binding repairs to old books in use by the Commission. This is a decrease over 1962.

25 Other services.—The amount of $2,000 is to cover the cost of maintenance of office machines, premiums on surety bond for two certifying officers, and miscellaneous services by other agencies, including the Commission's pro rata share (approximately $10 each, or $250) for emergency service in the health unit in the building in which we are located.

26 Supplies and materials.—Three thousand dollars is requested and is to cover the cost of blank paper, binders, jackets, folders, stencils, carbons, and miscellaneous office supplies.

31 Equipment.—The estimate for this year is $1,000 and is to cover the cost of additional file cases, incidental equipment as needed, and repairs to furniture. This represents a decrease over 1962 since no additional equipment or major replacements will be needed.

Object classification

	1961 actual	1962 estimate	Estimated change in 1962 from 1961	1963 estimate	Estimated change in 1963 from 1962
11 Personnel compensation: Permanent positions	$174,661	$235,000	+$60,339	$253,000	+$18,000
12 Personal benefits	12,631	21,000	+8,369	22,000	+1,000
21 Travel and transportation of persons	3,952	10,000	+6,048	10,000	
23 Rent, communications, and utilities	1,467	3,000	+1,533	3,000	
24 Printing and reproduction	597	3,000	+2,403	1,000	−2,000
25 Other services	413	2,000	+1,587	2,000	
26 Supplies and materials	1,518	3,000	+1,482	3,000	
31 Equipment	8,728	3,000	−5,728	1,000	−2,000
Total obligations	203,967	280,000		295,000	
Increase			+76,033		+15,000

GENERAL STATEMENT

Chairman HAYDEN. The increase in this estimate is for employment of two additional clerk-stenographers and for small salary increases for each of the three Commissioners. You may present to the committee such statements as you care to make regarding your budget for the coming fiscal year.

Mr. WATKINS. Thank you, Senator. I am going to read my statement because I find that I take less time when I pin myself down to a text than when I speak extemporaneously.

We greatly appreciate the opportunity to appear before you for the presentation of our budget request for fiscal 1963. It is not our purpose in making this statement to review the history of the Commission or explain how its activities are carried on. We have already done that many times in the past and we take it for granted that this committee understands how we operate and the task we have to accomplish.

However, we do believe that it would be helpful to point out some of the recent activities of the Commission and also to indicate what progress has been made in getting the overall job done.

Before I go on with that, let me state that the small increase we ask in our budget for 1963 is occasioned by the necessity of hiring two additional legal secretaries and in paying the salary increases given to the Commissioners in 1961 by the Congress.

We came to the conclusion in 1960 that the rate of disposal of Indian claims by the Commission would have to be greatly accelerated if we were to get the work done within a reasonable period of time. The Commission was reorganized soon after the resignation of Mr. Witt in 1960 and a conference of all lawyers practicing before the Commission was called to meet in Washington in September to discuss the moving of trials ahead and the disposal of cases.

A 3-year calendar was adopted setting cases for that period of time as a result of that conference. The 3-year period was adopted because it was believed that if lawyers and witnesses knew some time in advance when their cases would be tried, they would have a better opportunity to work out their schedules.

They would also be ready to try their cases when they were set, because they would have had ample notice and would have worked out their program with more certainty as to when they were to ap-

pear. The attorneys for the Department of Justice, representing the United States, and those representing the Indians were very cooperative and a rather heavy calendar for the 3-year period was adopted as a result of that cooperation.

You might be interested in learning how this program has been working. The new calendar went into effect in 1960. In 1961 we had a real opportunity to test the value of setting the cases for a long period in advance. Out of 104 cases set for that year, 86 were actually heard. This involved 112 docket numbers. These hearings consumed 186 days of trial time in which we took evidence, heard arguments, and took care of other miscellaneous matters in connection with the claims involved. All of the 104 matters set would have been heard except for continuances granted to parties for good cause shown.

NAVAJO CASE

It may be of interest to note that the Navajo consolidated docket No. 229, et cetera, consumed 79 days of actual trial time. Most of the land involved in that docket number is in Arizona, Senator. I am sure you would be interested in that.

The hearings began in 1960 and were concluded in October 1961. We were not able to go week after week without interruption in the course of that hearing because of the necessity of various tribes. There were some seven other tribes than the Navahos involved in that consolidated hearing. We had to try to make the hearings convenient to the counsel and to the witnesses who appeared in the case. It is one of the larger cases, as far as numbers are concerned, that we have had before us.

These hearings in that particular docket were on the questions of title and liability, which is only the first stage of this particular docket number.

CLAIM TO ABORIGINAL TITLE

Chairman HAYDEN. Are they claiming aboriginal title?

Mr. WATKINS. Yes, sir; it is all on aboriginal title. No treaties are involved because this land came to the United States as a result of the treaty with Mexico. This treaty was adopted in 1848 and we took over the situation as it was when the Mexicans had it. So, as I recall, we did not buy any land by treaty from any of those Indians in that Southwest Territory. We just took it, went on and used it, and now, of course, they have had their first time, really, to get in and make some claims for the territory we took under aboriginal title.

Chairman HAYDEN. There was one Navajo Reservation created by treaty. The rest have all been by Executive order.

Mr. WATKINS. I think that is true. I do not know whether the treaty was actually ratified. I do not recall at the moment whether it was ratified or not. They made some treaties which the Senate did not ratify.

POLICY CHANGE

We changed policy some years later and did not ratify any more treaties. They made some agreements occasionally which the Congress approved, but not in the way of formal treaties.

Orginally, if you will recall, we dealt with these Indian tribes as nations. We went through the process of the President negotiating the treaty through his representatives and then it would have to come to the Senate for ratification, just as if we entered into a treaty with Great Britain, France, or any other nation.

Chairman HAYDEN. When was that system of treaties abandoned?

Mr. WATKINS. I think it was between 1870 and 1880. I do not remember the exact year, but it is somewhere along that period of time.

Senator YOUNG. Is there anything involved besides title to land in this case?

Mr. WATKINS. Yes. First of all, in our process of adjudicating these claims we take up the matter of whether or not the Indians owned any land and if they had title to it, aboriginal title or recognized title that might come to them by reason of the treaty provisions.

Then if they do own any land, we determine then whether or not the United States was liable to them for the taking of it. When we pass that stage we enter what we call an interlocutory judgment or decree and then we proceed with the evaluation.

If the judgment is in favor of the Indians, then we proceed with the evaluation of that land and that involves a large number of witnesses, appraisers, and it is really a massive proceeding; especially when you have a large bit of territory that was taken rather early.

CONQUESTS OF NAVAJO TRIBE

Chairman HAYDEN. I can say to my colleagues the Navajos were a conquering tribe of Indians that apparently came down the eastern side of the Rocky Mountains and then came over into northern New Mexico and northern Arizona. Later came the Apaches, or part of them, who speak a similar language, and so it has always been a question in my mind as to whether titles they had were gained by conquest, by taking it away from other Indians.

It is a rather interesting thing. When the original Spanish explorers came up into that country there were no Navajos there at all. They appeared later, coming in from, as I say, the north and gradually spreading over the mountains.

Mr. WATKINS. During 1961 the Commission also issued 21 findings of fact, opinions, and the same number of orders to make the findings effective. These items were the joint efforts of the Commission and its legal staff.

When I mention these they may sound like just a very few findings of fact and opinions and decisions entered, but you want to remember these cases take sometimes years to prepare. They cover a vast amount of documented evidence that is brought in. In some cases we have had as high as 12,000 exhibits; and in this Navajo case I think they will probably run 25,000 to 30,000 exhibits.

The volumes of transcripts, the reporters' transcripts of the hearings up to date, and that is only a small part of it, I think must run to 45 or 50; so that indicates the scope of the work we have to do.

We have to prepare findings of fact on all of the important matters alleged in the Indian's petition and the Government's answer to it, and then when we get through making those findings of fact, some times they will take 60, 75, or 100 pages, letter-sized paper, to contain that.

Then we have to give a reason for each one of these findings and that is in the opinion. When we get through with it if they do not like it they go to the Court of Claims with appeal and then have a second opportunity to get what they think is justice. The Government sometimes appeals. The Indians appeal. But it requires a lot of activity to carry forth one of those cases.

I think we probably disposed of last year about two times more than had been done in any previous year under this accelerated program. That is why I am calling it to your attention, because I knew you would be interested in that.

LARGEST JUDGMENT

Chairman HAYDEN. Do you remember for the record what is the largest judgment that has been rendered?

Mr. WATKINS. I think possibly the largest one we have had was one that was just rendered recently and that is the Arapaho-Shoshone judgment taking in the territory from Denver to the North Platte, and south to Pueblo, and down in that area. I think that was around $23 million. There will be some offsets against that so that the net judgment would be in the neighborhood of $21 million unless the case might be reversed, in the event of appeal.

Do you remember any larger than that, Mrs. Hanna?

Mrs. HANNA. Not offhand, no.

Mr. WATKINS. We have a list of all the judgments entered to date, the acres involved, the amount claimed by the Indians, and the net final judgment. That is on the exhibit A attached to my statement.

Chairman HAYDEN. Thank you.

TOTAL CLAIMS PAID

Mr. WATKINS. And that shows all together, since the Commission has been organized, the claims that have been awarded and paid; some $70,685,832. The Indians have requested in these cases judgment sums in the total amount of $277,689,188.

There are two or three cases in which they did not set up how much they were demanding. The acres involved amounted to 99,627,727 acres. However, I would state that the proportion may not run that way in the future because in the early stages of the Commission's activities, the so-called fringe cases, the ones that were not so difficult and did not take so long to prepare, were tried and quite a number of those were cases in which there was not very much merit. Many of them were dismissed under what we call a summary judgment; they have weeded out a lot of those fringe cases, and I think now around 70 percent of the claims are being adjudicated in favor of the Indians; at least as far as the judgements in money are concerned.

The only thing we can award eventually is money for damages. They do not get the land back.

Chairman HAYDEN. Go ahead.

COMMISSION ACTIVITIES

Mr. WATKINS. After deducting the 186 days consumed in trial time and eliminating Saturdays, and Sundays, legal holidays and vacation time there would be left 136 days of the year to hold conferences with

the attorneys of the parties herein, and they come in frequently for advice because they have to come in with respect to the trial of the case and getting all the evidence, determine numerous motions and arguments on the matters of procedure, prepare budget estimates, appear before congressional committees in the interest of appropriations and the extension of the life of the Commission—all of which we had to do last year—and process the 21 cases to decision.

It is estimated that this last item, that of preparing the findings of fact, the opinions and orders in the 21 cases was accomplished by the Commission, at least its part of it, in less than 90 days. All these other matters took much time in hearings and all that sort of thing. It only left 90 days for us to get in and write these findings of fact and make these decisions.

This brief résumé covers the major items only. Numerous conferences with staff assistants took place as well as conferences limited to the Commission members for the purpose of determining what the final decisions would be. We do not always agree. We are just like the courts and we have dissents on occasion, and when we cannot agree it takes a little longer to get out the dissent because until the majority opinion is written the dissent cannot be prepared.

Work does not start on the preparation of the dissent until the majority opinion is ready. We are required to give reasons for all we do. The Federal and district courts of the United States do not have to give their reasons. They make their decisions and the attorneys usually that win are required by the judge to prepare the findings of fact sustaining the opinion.

We do not have any of that. We have to get in and do this work, and when you realize that this evidence is so voluminous and covers such a long period of time—most of the cases are over 100 years old—you can see it puts a real burden on the Commission to write those findings of fact and to give the reasons why we decide as we do.

In connection with the holding of hearings on claims, we are pleased to state that the additional space we were able to obtain in the GAO building has been a contributing factor to our last year's heavily increased activities. We now have two hearing rooms, and frequently we hold hearings in both rooms at the same time, and at times we have held three hearings at a time by using our library as the third room.

In order to hold separate hearings that way we have to divide the Commission. Each member will take charge of a hearing and take evidence as if the whole Commission were there.

Our legal staff is now housed so that they can work much more efficiently than was the case before we secured the additional space.

AWARDS TO INDIAN LITIGANTS

Another item which should be of interest to the committee is the record of money awards made by the Commission to Indian litigants. We tabulate that record.

1950 (1st award)	$3,489,843.58	1959	$5,957,194.56
1951	600,900.00	1960	16,373,539.84
1954	927,668.04	1961	33,355,731.26
1955	4,777,852.63		
1957	533,013.60	Total	70,653,862.39
1958	4,759,018.88		

NOTE.—The Commission was organized in 1947. It required a number of years to mature cases to the point where cash awards could be made.

It will be noted that the 1961 awards were almost as large as all the other years put together. This was made possible by the fact that many of the claims had advanced to the stage where they were ready for final determination. The increased tempo of Commission activities, also, was a contributing factor.

We have also supplied for the information of the committee a more detailed statement of the awards; showing the dates of the awards, the tribes to whom they were made, our docket number of each of the claims, the acreage of land involved, the amount of money claimed by each of the tribes, and the amount of the final judgment to the various tribes named.

This is all I have to offer unless you have some questions.

(The statement referred to follows:)

Final judgments

No.	Date	Tribe	Docket No.	Area (acres) allowed	Amount claimed [1]	Net final judgment
1	July 14, 1950	Choctaw	16	3,374,663.00	$7,067,024.00	$2,587,835.47
2	July 14, 1950	Chickasaw	23	1,124,888.00	2,355,674.00	902,008.11
3	Oct. 19, 1951	Loyal Creek	1	(2)	690,000.00	600,000.00
4	May 7, 1954	Quapaw	14	1,161,284.75	48,175,280.00	927,668.04
5	Mar. 1, 1955	Osage	9	844,632.95	(3)	864,107.55
6	Mar. 2, 1955	Kaw	33	4,559,040.00	10,930,180.00	1,600,220.02
7	Mar. 2, 1955	do	35	2,000,000.00	2,298,000.00	798,000.00
8	Oct. 10, 1955	Otoe and Missouri	11	1,879,892.00	9,726,920.00	1,156,034.45
9–10	Aug. 8, 1955	Pottawatomie	15–B, 111	341,672.99	3,462,475.00	359,460.61
11	Apr. 23, 1957	Shoshone	63	700,642.00	6,118,840.00	433,013.60
12	May 6, 1958	Coeur d'Alene	81	2,389,924.00	22,500,000.00	4,342,778.03
13	June 17, 1958	Tillamook	239	191,798.80	2,000,000.00	416,240.85
14	June 1, 1959	Kiowa Comanche Apache	32	2,033,583.00	7,000,000.00	2,067,166.00
15	Aug. 6, 1959	Seminole	150	320.00	1,050,000.00	34,053.66
16	Dec. 4, 1959	Snake	17	1,449,304.77	3,000,000.00	567,000.00
17–18	Dec. 10, 1959	Pottawatomie	15–J 71–A	5,909,565.20	24,600,000.00	3,288,974.90
19–22	Feb. 11, 1960	Omaha	225–A, B, C, D	5,080,000.00	(3)	[4] 2,900,000.00
23	Mar. 1, 1960	Colville	181	1,729,762.00	2,425,000.00	1,000,000.00
24	Apr. 25, 1960	Kootenai	154	1,600,000.00	(3)	[4] 425,000.00
25	May 13, 1960	Chickasaw	269	(5)	190,934.78	190,934.78
26–27	June 13, 1960	Uintah Utes	44–45	7,613,017.00	(3)	[4] 7,700,000.00
28	June 17, 1960	Nez Perce	175–A	6,932,270.00	18,250,000.00	4,157,605.06
29	May 29, 1961	Crow	54	30,530,764.00	25,870,025.00	10,212,984.70
30	do	Absentee Shawnee	334	1,404,790.00	3,455,783.40	1,269,338.32
31	May 31, 1961	Miami	251	[6] 254,158.34	609,976.80 (3)	195,723.70 153,469.89
32	do	do	124–A	(7)	(8)	64,738.80
33	May 12, 1961	Nez Perce	180–A	(8)	9,820,510.45	3,000,000.00
34	July 3, 1961	North Paiute	87	10,500,000.00	5,775,000.00	[9] 3,650,000.00
35	Sept. 14, 1961	Cherokee	173	6,022,754.17	60,227,541.70	[10] 14,789,476.15
		Total		99,627,727.77	277,689,188.33	70,685,832.39

[1] Does not include claim for interest.
[2] Civil War claims.
[3] Not specified.
[4] Settlement.
[5] Allotments.
[6] Annuities interest.
[7] Annuities.
[8] Gold removed.
[9] Settlement of part of area in case.
[10] Offsets to be determined on No. 173–A.

PAYMENT OF CONTINGENT FEES TO WITNESSES

Chairman HAYDEN. Do you have any questions, Senator?

Senator YOUNG. No.

Chairman HAYDEN. On February 12 the Indian Claims Commission decided in a proceeding before it that it would not approve payments to expert witnesses whose employment contracts were such that payment was to be made in the event the claims proceeding was determined in favor of the Indian tribe. Do you wish to comment on that?

Mr. WATKINS. We did issue such a decision and we have stated very frankly that we do not agree that it is proper to place witnesses before us and have them give their testimony when their fees are based on a contingency; that is, they will get their pay only if the Indians win the case. Otherwise they do not get paid. (The decision was in the *Crow* case, Docket No. 54, Indian Claims Commission, decided Feb. 12, 1962.)

Of course it is quite true in claims cases where the Indians do not have the money to pay their witnesses that there is very little prospect

that the witness, whether there is an agreement to that effect or not, will get his pay unless the Indians win. There just would not be any way to collect it.

In the first place, under this Indian Claims Commission Act, nobody can sue the Indians. This act only permits suit by the Indians against the United States. We cannot enter a judgment against an Indian for costs that are ordinarily entered by the Federal courts of the country against the losing party. We cannot do that, so it puts these witnesses in a position where we think it violates a public policy of long standing that witnesses who testify should not have their contract approved because they violate public policy, if they are testifying on a contingent basis.

We have over 400 cases yet to try, which means hundreds of witnesses will be before us, so now the Indians and the attorneys are hunting around for some way to get the money to pay their witnesses so they can appear in court, and we have suggested in that opinion, Senator, that Congress probably should take a look at this situation.

We are doing that because we are a legislative court. We think Congress should take a look at this and see if there is not some way that funds can be made available to those Indian tribes with which to pay their witnesses so the witnesses can come in on the same basis that the Government witnesses appear.

The Government witnesses are all paid whether the Government wins or loses its case, but the Indian witnesses in these cases where the Indian tribes are indigent cannot get paid unless there is some way provided that the Indian can get money to pay them. We have also suggested that if Congress should make some money available, if the Indians win, then the money advanced should be deducted from the judgment. There will be some cases the Indians will not win and the United States would be out that money.

After all is said and done, if we are going to give them an opportunity to have their day in court, it would mean a lot more to them if they had the means with which to bring the cases to the court properly. It is an expensive operation to get all these witnesses, to hire these anthropologists, ethnologists, historians, and appraisers—very expensive—at least to the Indians because they do not have any resources with which to pay.

These witnesses naturally want their pay to be assured and I think it is very unfair to these experts to ask them to come in and take a chance with the Indians, because there is always a temptation—I am not saying that they will yield to the temptation—to color their testimony or even go further than that.

That has been the reason in the Federal courts and State courts of the land why it has almost universally been held that a contract for a contingent fee for expert witnesses or any other witnesses, as a matter of fact, is void as a matter of public policy.

QUESTIONS SUBMITTED BY SENATOR MUNDT

Chairman HAYDEN. Senator Mundt expected to be here, but could not attend and he has prepared a series of questions that I will put in the record and he would like to have you answer them when you have an opportunity to look over them.

Mr. WATKINS. And we can send in the answers?

Chairman HAYDEN. Yes. You just take them one at a time, if you would, and answer them and then we will put them in the record.

Mr. WATKINS. We will be very glad to do that. Thank you.

(Senator Mundt's questions referred to by the chairman follow:)

Senator MUNDT. While I recognize that the issues before the Indian Claims Commission are often complex and involve questions and considerations somewhat unique in our American legal system, it does, nevertheless, seem to me that progress on the consideration of these claims is often delayed by the entry of what many times appear to be frivolous motions by the contesting parties. This practice seems to be especially prevalent on the part of the Justice Department. In this regard does the Commission have any established procedure or system for hastening consideration of these motions? By this I mean does the Commission require the parties to adhere to certain strict time requirements in the filing and answering of motions?

Mr. WATKINS. The answer to the question is "Yes," the Commission does have a procedure or system for the proper consideration of these motions designed to have them disposed of within a reasonable time consistent with their importance and complexity. The rule on motions is as follows:

"SEC. 22. (a) Motions. (1) With each motion there shall be filed and served a separate paper stating the specific points of law and authorities to support the motion. Such statement shall be additional to a statement on grounds in the motion itself, and shall be entered on the docket but shall not be a part of the record. A statement of opposing points and authorities shall be similarly filed, noted, and served within 10 days or such further time as the Commission may grant or the parties agree upon. If not filed within the prescribed time, the Commission may treat the motion as conceded. If so filed, the motion shall be treated as submitted unless the Commission directs or either party requests an oral hearing.

"(2) Nonappearance of parties. If at the time set for hearing there be no appearance for the moving party, the Commission may treat the motion as submitted or waived, or continue or strike it from the motion calendar. If there be no appearance for the opposing side, it may be treated as submitted or conceded."

I've only been on the Commission about 2½ years so my experience is limited in this matter, but I have made some investigation of the practice with respect to this rule during the time prior to becoming a member of the Commission. The overall answer is that ordinarily the Commission does require the parties to adhere to time requirements in the filing and answering of motions; but there are exceptions to the rule which are brought about by the pleas of the parties to these proceedings, based on reasons which they advance which bring delays in disposal of these motions.

In the early days of this Commission many motions were filed by the Justice Department, apparently for the purpose of getting rulings by the Commission on the interpretation of the law under which the Commission was acting preliminary to hearings on factual matters relating to the merits of the claims. By having the new law interpreted, wherever this could be done in advance of expensive and long-drawn-out research programs to support or defend against claims filed, would be helpful to both the Indians and the defendant, the United States. Decisions on motions of this kind did weed out some of the so-called fringe cases; they also helped establish sound matters of procedure which in the long run would cut down the time consumed in processing of claims to a final decision. This was helpful to the Indians and the United States, but in the very nature of things, the defendant had to be more active in the filing of these motions. Some of them may have been frivolous and for purposes of delay, but under the circumstances it would be difficult without hearing the motions on their merits, to know whether or not they were filed in good faith or merely for delay, and may I say that we start with the assumption that all of the motions before us are presented in good faith until the contrary is indicated by substantial evidence.

Senator MUNDT. The Commission has now been in operation for a good many years and has by now reached final awards on a considerable number of claims. With a view to expediting the remaining work I wonder if you could tell us if a pattern of valuation is beginning to develop from the awards made to date, on which the Commission could recommend settlement between the parties? Since your tribunal is a Commission and not a court, could the Commission not

bring the parties together on many of these claims and actually work with the parties in an effort to reach a settlement—thus avoiding the extended time involved with actual litigation?

Mr. WATKINS. With respect to this question let me say that a pattern of valuation in a considerable number of areas has developed to a point where it should be some help in guiding the parties in working out compromises.

I should, however, make this additional statement. There are no two of these cases exactly alike. They may differ in the type and kind of land taken; the time when they were taken—this is very important; and where they are located in the United States, which does make a considerable difference between cases. All of these items with so many differences may make it difficult to develop a definite pattern that can be followed safely.

We regret that we cannot agree with the conclusion arrived at in the preamble to the second part of the question. In the earliest days of the Commission it decided that it was a judicial tribunal with only judicial responsibility. I agree with this view and I also might add that it is a legislative court created by the Congress and the proceedings before it are adversary in nature. It is a tribunal set up to give the Indians their day in court and they, through their counsel, have taken the position that they should have full control of the investigation and presentation of their case to the Commission, and should not be dictated to in any sense of the word by the Commission or anyone else, or put under pressure to force a settlement which is not agreeable to them.

The Commission believes that it does not have the power to recommend specific settlement between the parties. We are permitted to either approve, or disapprove, compromises when they are arrived at by the parties involved. But we have no means of forcing the parties to get together on a compromise or even enter into compromise negotiations. If we attempt to force the parties to do something they do not want to do we would in effect deprive them of their day in court. We could recommend that they try to compromise their differences and that they meet for this purpose, but I think that is about as far as we could or should go. Our position on a matter of this kind is stated in an opinion of the Commission in docket No. 225–A, known as 225 Consolidated. This was a proceeding by the Omaha Tribe of Nebraska against the United States. A compromise was entered into by the parties to the litigation. It was before the Commission for approval, or disapproval, as provided for in the act creating the Commission. In discussing the matter of compromise settlements the Commission said:

"Compromise settlements of controversies have historically been favored in this country as a matter of public policy. With this policy we are in full agreement. In fact, compromises are the best hope for the early settlement of hundreds of claims still pending before the Commission after nearly 13 years of activity.

"Indian claims, many of which originated more than a century ago, are difficult to prepare for presentation to the Commission, and it is almost as difficult to prepare a defense against them. Then there are the matters of trial, preparation of briefs, consideration by the Commission, rendering of judgments, possible appeals, perhaps retrial if the Commission is reversed, or at least additional hearings, etc. All these activities are time consuming and require large expenditures of money. The most unfortunate part of all is the long delay in bringing these claims to a conclusion. Many of the original petitioners in claims filed, as well as some of the attorneys involved, have passed on to their eternal rewards before their claims were finally adjudicated. The legal maxim that, 'justice delayed is often justice denied,' seems appropriate at this point.

"With all this in mind we urge that more compromises be entered into in situations where they are possible of accomplishment."

Senator MUNDT. I understand that the Commission, under the act creating it, has very definite investigative powers, under which the Commission could carry out independent investigation and research on the extent and value of these various claims. Has this power been exercised and if so to what extent?

Mr. WATKINS. The act creating the Commission does give it very definite investigative powers. Section 13(b) provides:

"(b) The Commission shall establish an Investigation Division to investigate all claims referred to it by the Commission for the purpose of discovering the facts relating thereto. The division shall make a complete and thorough search for all evidence affecting each claim, utilizing all documents and records in the possession of the Court of Claims and the several Government departments, and shall submit such evidence to the Commission. The division shall make avail-

able to the Indians concerned and to any interested Federal agency any data in its possession relating to the rights and claims of any Indian."

When the Commisison was first organized it set up an investigative division headed by a very eminent lawyer, now a Federal judge, with two lawyers on the investigative staff. An investigation was immediately begun on cases which had been filed and were being prepared for trial at an early date. The investigators found that the Justice Department had its investigators doing research in preparation for the defense of the United States; they also found that the Indians had a staff of investigators doing research and preparing reports to aid them in the presentation of their cases. The work which the Commission investigators were doing was in every respect the same as that being done by the Justice Department and the Indians. The Commission soon learned that the provision for investigation by the Commission was completely unnecessary and unworkable. In order to cover the same areas that the defandant and the petitioning Indian tribes were investigating the Commission would have had to employ experts in the fields of anthropology, archaeology, ethnology and history for the first stage of the hearings of Indian claims. Later it would have been necessary to employ expert appraisers covering the same fields being investigated by the defendant and the Indians.

It should be pointed out in connection with this subject that personnel in the fields of anthropology, archaeology, ethnology and history was then and is now extremely limited in number. When the Indians and the Government got through selecting their expert personnel there were very few experts left for the Commission to draw from, except in the field of appraisement. But the strongest objection against the Commission doing investigative work on an extensive scale is the cost which would have been incurred and for no useful purpose, since the investigations by the parties involved were extensive and were being done by the best experts obtainable. If personnel were obtainable we would require a large number of experts to match the efforts of the Indians and the Government. The cost of such an operation for salaries, secretarial time, and other incidental expense could easily amount to $1 million per year.

A skeletonized investigative staff has been maintained since, but has not been active except in a few instances where the Commission felt special investigation was justified in order to get material which would enable them to make the proper decision on cases such as those filed by attorneys for Indian tribes who later withdrew from the case. Two cases of this kind have been investigated by a Commission investigator. But such investigation as is needed in this area where the evidence seems to be deficient is so limited that the Commission believes its legal staff can take care of these investigations, without the use of a formal investigative unit. However, we do have one attorney designated as an investigator. All the other members of the legal staff are designated as attorney assistants to the Commission.

Senator MUNDT. These next few questions relate to the matter of gratuitous offsets, and the information which I am seeking I realize you will not be able to furnish us with at this hearing, but I would like to have the information prepared for the record:

(*a*) In the claims which have been settled to date, list on a claim-by-claim basis the amount of "gratuitous offsets" which have been recommended by the Commission.

(*b*) For these same claims, what have been the amounts of "gratuitous offsets" ordered by the Court of Claims?

(*c*) For the claims considered to date, indicate on a claim-by-claim basis the time which has elapsed between the Commission's issuance of an initial award and its issuance of the final award which includes its findings on "gratuitous offsets."

(*d*) I understand that the General Accounting Office maintains a staff on Indian claims, which devotes a great portion of its time to the consideration of this matter of "offsets." Would you indicate for the record the annual expenditures of this unit since the establishment of the Commission and also for the same period the amount, on a claim-by-claim basis, of the "gratuitous offsets" which have finally been approved by the Court of Claims?

Mr. WATKINS. The (*a*), (*b*), (*c*), (*d*), subdivisions of this question will be answered in the information given in one tabulation prepared by the Commission staff. This tabulation, I believe, will give all the information we have in our possession on the subject inquired about.

I should add that in answering subdivision "d" regarding the annual expenses of the GAO unit, I obtained from Mr. Campbell a statement of their year-to-year expenses for the Indian tribal group.

(See tables attached, exhibits A and B.)

Senator MUNDT. In your opinion would the employment of additional professional personnel either by the Commission or by the Indian claims section in the Justice Department serve to expedite consideration of the pending claims?

Mr. WATKINS. We could use two additional lawyers on our legal staff in about a year, also some additional typists. We have just employed four additional lawyers who are now serving us in the processing of Indian claims. With respect to what professional personnel is needed by the Justice Department we are not in a position to know what they need or to answer that question. We know that some additional personnel have been hired recently by the Department. We do hope that the Department will hire enough lawyers so that there will be no necessity for delays in the hearing of these cases as rapidly as the Commission can get to them. We are getting excellent cooperation.

Senator MUNDT. Has the Commission ever used trial examiners on these claims cases? Do you feel this would be a useful procedure?

Mr. WATKINS. The Commission has never used trial examiners as such. We did designate two of the staff to take evidence in two of our cases but there was opposition from both the Government and the Indian tribes so we did not go any further with this program. However, we indicated to the Congress when the extension of the life of the Commission was under consideration a year ago that we would like to have hearing examiners provided. We believe that we could carry on the work much more expeditiously and effectively if we had several hearing examiners to carry part of the burden. We pointed out that the final decision, of course, would be rendered by the Commission even though hearing examiners did take care of the trial work.

In connection with this statement let me say that these answers may not be as complete as would have been liked, but the 2 days allowed for the preparation of the answers was hardly sufficient to give extensive answers on all the subject inquired into.

EXHIBIT A

Indian Claims Commission

No.	Claimant	Docket No.	Gratuitous offsets allowed by Commission	Gratuitous offsets allowed by Court of Claims	Elapsed time between initial award and determination of gratuitous offsets
1	Choctaw	16	[1] $349,077.53		None.
2	Chickasaw	23	[1] 106,209.89		Do.
3	Loyal Creek	1	([2])	([2])	([3]).
4	Quapaw	14	75,638.55	$59,423.96	8 months 22 days.[3]
5	Osage	9	75,102.90		6 months 16 days.
6-7	Kaw	33-35	95,468.73		7 months 28 days.
8	Otoe and Missouri	11	23,024.25	([4])	8 months 10 days.
9	Pottawatomie	15-B	4,146.18		1 year 3 months 16 days.
10	do	111	865.37		Do.
11	Shoshone	63	[5] 100,000.00		2 years 8 months 2 days.[6]
12	Coeur d'Alene	81	[5] 85,000.00		5 months 3 days.
13	Tillamook	239	[1] 16,555.55		2 years 6 months 25 days.[7]
14	Kiowa, Comanche, Apache	32	[8] None	None	1 year 7 months 5 days.
15	Seminole	150	160.00	160.00	2 years 6 months.[9]
16	Snake	17	12,722.00		7 months 19 days.
17-18	Pottawatomie	15-J, 71-A	1,242.10		2 years, 5 months, 7 days.[10]
19-22	Omaha	225-A, B, C, D	([11])		
23	Colville	181	[1] 61,000.00		11 months, 24 days.
24	Kootenai	154	([11])		
25	Chickasaw	269	([12])	([12])	([12]).
26-27	Uintah Utes	44-45	([11])		
28	Nez Perce	175-A	[1] 140,000.00		5 months, 17 days.
29	Crow	54	[5] 857,552.23		9 months, 26 days.
30	Absentee Shawnee	334	33,860.32		1 year, 1 month, 8 days.
31-32	Miami	251-124-A	([12])	([12])	([12]).
33	Nez Perce	180-A	([13])	([13])	([13]).
34	North Paiute	87	([11])		
35	Cherokee	173	([14])		

[1] Gratuitous offsets stipulated by parties.
[2] No offsets involved in this case.
[3] Final award by Commission, Dec. 6, 1951. Decision affirmed as modified and remanded by Court of Claims, Apr. 6, 1954. Amended final award, May 7, 1954.
[4] Final award by Commission, Dec. 11, 1953. Findings and decision on offsets remanded for further proceedings by Court of Claims, May 3, 1955. Certiorari denied, U.S. Supreme Court, Oct. 10, 1955. Parties agreed to offsets as originally determined by Commission, Feb. 9, 1956.
[5] Offsets stipulated by parties to include all legal and gratuitous offsets. Stipulation does not indicate portion of amount which represented gratuitous offsets.
[6] Elapsed time due to motion for rehearing on initial award, death of petitioner's attorney, and defendant's requests for continuances to allow General Accounting Office to complete and supplement reports on offsets.
[7] Elapsed time due to defendant's requests for continuances pending receipt of General Accounting Office reports on offsets.
[8] Defendant claimed $2,067,166 in gratuitous offsets. Commission denied all offsets July 18, 1957. Affirmed by Court of Claims, July 16, 1958, and Oct. 8, 1958. Final award entered June 1, 1959.
[9] Elapsed time due to defendant's requests for continuances to file amended answer on offsets (6 months 15 days from date of GAO report) and fact that the hearing on offsets did not come to trial for 9 months from date of petitioner's reply to defendant's amended answer.
[10] Elapsed time due to appeal of intervenors decided by Court of Claims on July 16, 1958, and certiorari denied by U.S. Supreme Court on Feb. 24, 1959.
[11] Final judgment stipulated by parties to dispose of all legal and gratuitous offsets. Stipulation does not indicate amount attributable to offsets.
[12] No offsets claimed.
[13] Offsets applied in docket No. 175-A (No. 28 in above table).
[14] Final judgment, Sept. 14, 1951. Offsets to be applied in docket No. 173-A. Parties stipulated that $1,432,084.17 be held in Treasury to meet possible gratuitous offsets.

EXHIBIT B

Annual cost of the Indian tribal group, U.S. General Accounting Office, since establishment of the Indian Claims Commission on Aug. 13, 1946, Public Law 726 (60 Stat. 1049)

Fiscal year:	*Total*	Fiscal year—Continued	*Total*
1947	$65, 683	1957	$433, 249
1948	123, 807	1958	574, 683
1949	302, 861	1959	571, 098
1950	349, 947	1960	557, 980
1951	363, 870	1961	547, 226
1952	432, 118	1962 (estimated)	508, 224
1953	413, 165	1963 (estimated)	480, 755
1954	401, 356		
1955	385, 476	Total	6, 890, 387
1956	405, 889		

SMITHSONIAN INSTITUTION

Salaries and Expenses

STATEMENT OF DR. LEONARD CARMICHAEL, SECRETARY, ACCOMPANIED BY DR. REMINGTON KELLOGG, ASSISTANT SECRETARY; AND JAMES BRADLEY, ASSISTANT SECRETARY

Justification

Chairman Hayden. Next is the Smithsonian Institution. The Smithsonian Institution budget estimate for fiscal year 1963 for salaries and expenses is $11,354,000. This is an increase over the amount appropriated in fiscal year 1962 of $2,229,000. The justification for this estimate will be placed in the record.

(The justification follows:)

The Smithsonian Institution was created by act of Congress in accordance with the terms of the will of James Smithson of England who bequeathed his property to the United States of America "to found at Washington, under the name of the Smithsonian Institution, an establishment for the increase and diffusion of knowledge among men." The social import of the Smithsonian's broad and inspiring charter has never been more obvious than it is in today's atomic age when the great modern achievements in science and technology call for the widest and most liberal basis of understanding. A great responsibility rests upon those institutions and individuals into whose hands has been placed the preservation of our cultural and scientific heritage to provide in every effectual way those sources of intellectual power so that every citizen may aspire to an understanding of this complex modern world.

The Institution is in the midst of extensive building and modernization programs which have already had their impact upon the visiting public. In 1961 there were 7,103,474 visitors to the Smithsonian buildings exclusive of the National Gallery of Art and the National Zoological Park. This is an alltime high and represents an increase of 608,844 over 1960. This amazing growth in public interest is due to the many new, vital, and effective renovated museum halls which have been opened to the public during the past few years. The Institution's renovation of exhibits program was begun in 1954 and since then 24 renovated halls have been opened to the public. Each of these revitalized exhibit areas is really a museum in itself and each has great visitor attraction potential from an educational standpoint. Aided by the modern exhibit techniques now available, the story of man and his world unfolds before the visitors as he walks from hall to hall. It is inspiring to watch these visitors passing in great streams through the doorways of our buildings. They come in order to see important exhibits which they know in sum total can be viewed nowhere else in the world. Most of them surely leave with an understanding which they could gain in no other way of the multitude of factors that have shaped the life of modern America.

The Institution embraces the world's largest museum complex with over 55 million cataloged objects, many of which are used by scientists and technologists in connection with important research programs. A great museum must be more than a laboratory or a showcase. It must be a center of interpretation and inspiration for its millions of visitors. The Smithsonian has always been thought of as a center of scientific research. One index of the productivity of this research organization is found in the more than 10,000 specialized volumes and monographs that the staff of the Institution and their collaborators have written and distributed to the learned world. The Smithsonian has become

one of the world's centers for the scientific study of geology, botany, zoology, and anthropology. In such other fields as astrophysics, physiology of living plants, and tropical biology it maintains notable research programs.

Scientific and other scholarly research, educational exhibits, publication of new advances in knowledge, facilitating the worldwide interchange of published scientific and literary information, and within the Institution's resources, the fostering and stimulating of scholarly endeavor—these are all part of the work of today's Smithsonian.

Salaries and expenses

Appropriation Act, 1962	$9,125,000
Proposed 1962 supplemental due to wage increases	+76,000
1962 rent item transferred to GSA	−40,000
1962 nonrecurring rent item	−35,000
Apparent base for 1963	9,126,000
1962 wage increases not included in 1963 estimates	−36,000
Actual base for 1963	9,090,000
Budget estimate, 1963	11,354,000
Increase, 1963	2,264,000

SUMMARY OF INCREASES AND DECREASES, 1963

(1) To provide funds to continue the preparation, moving and installation of exhibits, collections, and parts of the museum's activities into the new Museum of History and Technology Building; for partial operation of that building; and for related costs	1,076,000
(2) To provide for moving and storing museum materials, as well as moving office and laboratory equipment, in connection with the construction of additions to the Natural History Building and for building services during the partial occupancy of the east wing	122,000
(3) To provide staff to prepare exhibition plans, improve conditions of existing National Collection of Fine Arts collections, initiate action for filling gaps in existing art collections, to prepare inventory and records for transfer to the old Civil Service Commission Building, and other costs	37,000
To provide for the initial staffing and related costs of a National Portrait Gallery	55,000
(4) To provide for additional scientific research	295,000
Completion of Catlin painting renovation project	20,000
(5) To provide funds for conversion as required of combined sewerage systems to separate systems	70,000
(6) To provide for broadening the U.S. National Museum's efforts in the field of oceanography	250,000
(7) To provide for the support of the National Armed Forces Museum Advisory Board	60,000
(8) To provide for a health unit, for increases in travel rates authorized by the act of August 14, 1961, for within-grade promotions, and reclassification costs	319,000
Net increases	2,264,000

(1) An increase of $1,076,000 is required to provide funds to continue the preparation, moving and installation of exhibits, collections, and parts of the museum's activities into the new Museum of History and Technology Building; for partial operation of that building; and for related costs.

Need for increase

The Museum of History and Technology Building is scheduled to be ready for partial occupancy in October 1962 and complete occupancy in March 1963. Advance occupation by the Smithsonian Institution of certain exhibition space and maintenance and operation work areas will speed the opening of the building to the public. The preparation and installation of exhibits, begun in 1962, will be accelerated and continued during the entire year 1963. The movement of staff, equipment for laboratories and workrooms, and the transfer of reference

collections will begin upon completion of the building and continue through the year. The following increased workload will result:

(*a*) The U.S. National Museum staff will plan and participate in the design, construction and installation of exhibits for the new building; plan and prepare for the move of the staff and collections to the building; and move part of the museum's activities to the building from various locations.

(*b*) The Buildings Management Department will provide such services as protection, cleaning exhibit and installation areas, laboratories, and offices; moving, loading, unloading and placing operations; servicing and operating refrigeration, heating, temperature and humidity control systems and related machinery, accessories, and controls; assisting the exhibits staff in assembly and installation of exhibit cases, displays, special lighting, and equipment; building temporary partitions and protective enclosures for safeguarding exhibits; performing minor repairs, refinishing, and touchup painting incident to the installation of exhibits; assembling, installing, and servicing laboratory, shop and special storage equipment.

(*c*) The administrative and service units of the Smithsonian Institution will have increasing demands made upon them because of accelerated museum activities. More payroll actions and vouchers will be processed; the volume of correspondence and shipping will continue to increase, more stock items will be used; and more services will be required of the Photographic Services Division and the library. The Smithsonian Museum Service will expand its activities to share with the public the advances being made in the U.S. National Museum.

Plan of work

The increase will be used as follows:

(*a*) To employ 23 professional curators, museum aids, and clerical employees and 9 exhibit workers in the U.S. National Museum and provide for related personnel benefits	$182,000
(*b*) To annualize the cost of full-year employment of 86 positions (40 man-years in 1963) financed on a part-year basis in 1962 and to employ the full-time equivalent of 82 supervisory and operating personnel, guards, laborers and cleaners, mechanics, electricians, carpenters, and painters in the Buildings Management Department; to provide funds for personnel benefits; increased cost of electricity, including air conditioning, gas and steam; for contractual services for moving of special equipment and heavy exhibit objects to the new building; to purchase lumber, hardware, electric lamps, paint, plaster, wallboard, plumbing fittings, electric supplies, and related items	733,000
(*c*) To employ 11 clerical assistants, 2 photographers, 2 docents, and 2 messengers, provide funds for personnel benefits; additional payments to Post Office for penalty indicia; transportation costs; other contractual services; for payments to Employees Compensation Board; supplies, books, and office and library equipment	161,000
Total increase	1,076,000

(2) An increase of $122,000 is required to provide for moving and storing museum materials, as well as moving office and laboratory equipment, in connection with the construction of additions to the Natural History Building and for building services during the partial occupancy of the east wing.

Need for increase

The Congress appropriated funds in 1961 for the rehabilitation and modernization of the Natural History Building and construction of the east wing. In 1962 additional funds were appropriated for the construction of the west wing and completion of the project. Construction commenced early in January 1961 and the east wing will be completed by March 1963. The entire project is to be completed by April 1964. Large scale moving operations will have to be undertaken. In 1963 partial occupancy of the east wing will begin. Major moves of entire diversions will be underway involving relocation of large numbers of: Storage cases containing valuable and delicate specimens, many of which are irreplaceable; exhibition cases; museum objects; office furniture; equipment; and supplies. Upon completion of the required alterations in the areas vacated by activities moved into the east wing, other divisions will be transferred

to this space. The partial occupancy of the east wing will require such services as protection, cleaning laboratories and offices, servicing and operating refrigeration, heating, temperature and humidity control systems; and performing minor repairs, alterations, and touchup painting.

Plan of work

The increase will eb used for the Buildings Management Department as follows:

(*a*) To employ the full-time equivalent of 16 suprevisory and operating personnel, guards, laborers and cleaners, mechanics, electricians, carpenters, and painters	$71,000
(*b*) To provide funds for personnel benefits; for increased cost of utilities, including electricity, air conditioning, steam, and gas; to purchase lumber, hardware, electric lamps, paints, plaster, wallboard, plumbing fittings, electric supplies and related items for temporary partitions and protective enclosures during construction and for cleaning and maintaining areas after completion; and to purchase cleaning equipment, powered scrubbing machines, floor machines, shop equipment, material handling equipment, trucks, ladders, fire extinguishers, and fire hose	51,000
Total increase	122,000

(3) An increase of $92,000 is required for national art galleries in connection with the move into the old Civil Service Commission Building.

Need for increase

(*a*) National Collection of Fine Arts: For many years, due to limited space, only a small portion of the objects in the National Collection of Fine Arts have been shown to the public and those which have been exhibited have been incongruously displayed in the Museum of Natural Histroy. Many of the approximately 5,000 items in its collections are on loan and arrangements must be made for their return to the Institution when they are needed for exhibition in the new gallery. Prior to the move to the old Civil Service Commission Building, a complete inventory of items must be made and the files and records reorganized. Renovation and restoration work will be accelerated to put the paintings and other objects, many of which have been in storage, in exhibitable condition. Gaps in present collections will need to be identified and action initiated to fill them either by gift or loan, in order to provide an effective exhibit in the new gallery when it becomes available.

The larger, improved quarters will permit a better display of sculptures. Many of the 250 scultpures in the present collection need to be restored, properly described and labeled, and biographies of aritsts and designers prepared. Detailed plans must be made for placing and lighting these sculptures in the permanent National Collection of Fine Arts exhibition, including a central sculpture court, and in temporary shows. In addition, the National Collection of Fine Arts hopes to augment its collection of sculptures through gifts and loans.

The 1963 request is to initiate the work required. Final preparation and organization of exhibits will follow in 1964 so that they will be ready when the renovation of the Civil Service Commission Building has been completed.

(*b*) National Portrait Gallery: The act of March 28, 1958 (72 Stat. 68), provides for the transfer to the Smithsonian Institution of the old Civil Service Commission Building. Legislative history indicates that the intent of the Congress was to provide adequate quarters for both the National Collection of Fine Arts and a National Portrait Gallery.

Senate Report No. 1354 (85th Cong., 2d sess.), supporting the enactment of this law, stated in part:

"An art museum building is urgently needed to display national collections of fine arts, comprising paintings, sculptures, bronzes, glass, porcelain, tapestry, furniture, jewelry, and other types of art. It would also be used to display portraits of eminent American men and women, and to exhibit the works or artists deserving of recognition."

It is expected that the building will be available to the Smithsonian Institution for renovation in 1963 and for occupancy in 1964.

Public Resolution 95, 75th Congress dated May 17, 1938, (20 U.S.C. 76), sets forth the objectives of the Smithsonian Gallery of Art, predecessor of the National Collection of Fine Arts.

In the House committee report on this resolution (Rept. 1900, 75th Cong., 3d sess.), the purpose of establishing a portrait gallery is clearly spelled out, as follows:

"The committee are further impressed by the lack of a gallery where portraits of eminent national characters may be worthily displayed, to inspire emulation on the part of rising generations. In this the Government is behind the practice of other enlightened countries, where national portrait galleries are notable institutions."

The Senate committee report (Rept. 1610, 75th Cong., 3d sess.) indicated the intent of the Congress to establish a portrait gallery as follows:

"The resolution proposes to take initial steps toward establishment of an art gallery for the preservation and proper public exhibition of three classes of art: First, the art objects owned by the Government in what is termed 'The National Collection of Fine Arts,' which are at present housed in inadequate quarters in the U.S. National Museum; second, the portraits of eminent Americans of which the Government owns many; third, objects of contemporary American art."

The act of May 17, 1938, included the following authorization: "* * * to display portraits of eminent American men and women."

Space has been the limiting factor in our efforts toward developing a worthy gallery of portraiture and sculpture. The transfer of the Civil Service Commission Building to the Smithsonian will answer this problem.

In order to prepare a suitable exhibit of portraits and statuary that will be ready to move into the Civil Service Commission Building after it has been remodeled, considerable work needs to be done in 1963.

A director and assistants will be required to make plans for exhibiting portraits and other objects in the portrait gallery. This will involve considerable research; location and acquisition of portraits and sculpture; restoration and care of portraits and other art objects which are acquired; the establishment of records of materials available immediately for transfer to the gallery or which may be available for loan or later acquisition; and the preparation of a detailed script for each hall of the gallery.

Travel funds will be required by members of the proposed National Portrait Gallery Commission and the Director and curators in carrying out their investigations of available portraits and doing comparative research on exhibition techniques and other portrait layouts. Funds for transportation of things, communications, and supplies will be necessary in modest amounts. It will be necessary to contract with experts for special exhibits plans, special lighting studies, or related activities in preparation for opening the National Portrait Gallery. Equipment such as desks and office equipment will be needed for establishing new offices.

Plan of work

(*a*) National Collection of Fine Arts: To employ 1 curator, 1 museum aid, and 3 clerical assistants and to provide additional funds for personnel benefits, contractual services, supplies, and equipment	$37,000
(*b*) National Portrait Gallery: To employer a director, 2 curators, 2 clerical assistants and consultants, to provide for personnel benefits, travel, transportation, communications, other contractual services, supplies, and equipment	55,000
Total increase	92,000

(4) A net increase of $275,000 is required to provide for additional scientific research in (*a*) U.S. National Museum, (*b*) the Astrophysical Observatory, and (*c*) the Canal Zone biological area.

Need for increase

As the first organization in America to maintain a full-time staff of research workers across the broad fields of sciences, the Smithsonian has played a major role in the surge of American scientific progress during the past century. It helped to stimulate such new sciences as meteorology, aeronautics, and rocketry. Activities in which it was an originator ultimately led to the formal organization of such Federal agencies as the Weather Bureau, the Fish Commission (now part of the Department of the Interior), and the National Advisory Committee for Aeronautics (now the National Aeronautics and Space Administration).

Smithsonian staff also participated in the organization of the National Geographic Society and the American Association for the Advancement of Science.

In fulfilling its mission, the Smithsonian Institution has, since its foundation, carried on an estimated 2,000 expeditions to almost every part of the earth. Many of these expeditions were conducted in collaboration with other institutions and granting agencies. The Institution's optical satellite tracking observatories girdle the globe. Scientists and scholars in increasing numbers use its laboratories, its vast and in some respects unequaled museum study collections, and its scientific working library of approximately 500,000 titles.

Specific missions of research units in the Institution are described as follows:

(*a*) The U.S. National Museum: This museum is considered to be a biological bureau of standards by natural history investigators throughout the world. They look upon the museum collections as a valuable and irreplaceable scientific reservoir of accurately classified and documented materials which support their investigations. This determination stems from the universal acceptance of the fact that well-documented museum collections are fully interrelated to research endeavors.

This museum concentrates its research activities in four subject matter fields: anthropology, botany, geology, and zoology, to extend the boundaries of human knowledge of many aspects of the earth and of living organisms. This research on plants and animals, both living and extinct, embraces classification, nomenclature, morphology, relationships, variation, evolution, geographic and geologic distribution, life histories, functional adaptations, and structural modifications.

More than 1,500,000 different and recognizable kinds of animals and plants have already been named and described but estimates of the actual number living today extend upward to 10 million. Many of these organisms, known or currently unknown, are of great significance and their precise identification is of crucial importance in such applied fields of endeavor as preventive medicine, agriculture, and forestry, as well as in related branches of pure science such as ecology, population genetics, and animal behavior. Most branches of basic and applied biology deal with specific properties of species. Accurate identification is the key to a wealth of recorded knowledge as well as the solution of many practical problems.

Anthropological studies are concerned with the differentiation of human groups, the cultures and life histories of peoples as groups, and the material cultural achievements of prehistoric peoples of the world.

In the area of paleobotany, studies deal with the anatomy and growth series of fossils, the geographic and stratigraphic variation of fossils, and the stratigraphic distribution and paleocology of all types of invertebrate fossils and plants. Correlated fieldwork in these four major divisions of natural history increases the breadth, coverage, and scope of materials available for study.

The important basic studies underway by the biologists of the U.S. National Museum, as well as the related work of the geologists and anthropologists, will be greatly facilitated by the completion of the east and west wings of the Natural History Building, scheduled for occupancy in 1963 and 1964 respectively. Additional scientists and supporting staff are urgently required to extend scientific research in neglected areas, to reorganize some of the national scientific collections, and to prepare them for moving into the new wings.

More specifically, the museum requires specialists in the following fields: physical anthropology; plant morphology and anatomy; paleobotany, the study of fossil plants so essential to a knowledge of the evolution of modern plants; specialized insect groups among the Lepidoptera (including moths) and Coleoptera (beetles); and avian anatomy. One analytical chemist is required for the newly organized analytical laboratory. While these are not the only areas in which the museum lacks specialists, they are among the most important in the development of an adequate corps of scientists.

(*b*) The Smithsonian Astrophysical Observatory: The observatory with headquarters in Cambridge, Mass., is involved in a broad and diversified research program which includes solar radiation, solar astrophysics, the upper atmosphere, meteors, meteorites, artificial satellites, and problems of space science.

Additional scientific staff and services are required by the astrophysical observatory for its programs to design specialized equipment and conduct field testing; to detect stellar and solar radiation image registration other than photographic; direct research on an ultraviolet survey of the sky and spectroscopic studies of selected celestial objects; develop a program of electronic image conversion whereby artificial earth satellites may be tracked by photoelectric methods; conduct research on meteorites with electron probe analyses and make

mineralogical analyses; analyze meteorites for stable isotopes; assist with the meteorite program by predicting the location of falls by precision tracking methods; and study techniques for focusing X-rays.

Division of radiation and organisms: This division is a research unit of the Smithsonian Astrophysical Observatory. The research mission of this separate unit is to study the effect of solar and other types of radiation and the basic problems of radiation biology at the cellular, subcellular, and molecular levels. These studies involve both ionizing and nonionizing radiation. Specific investigation is concerned with such areas as: solar energy measuremeants concerning specific spectral regions and their influence on plant growth and development; influence of ionizing (X-rays) and visible radiant energy on pigment formation and on chromosome aberrations; studies involving the effects on the blue region of the visible spectrum on the growth movements of plants toward or away from the light source (phototopism); and biochemical studies involving the enzyme systems associated with photosynthesis. Fundamental studies are conducted in the light source (phototopism); and biochemical studies involving the enzyme of the electromagnetic spectrum and the transference and utilization of this energy by plants and animals.

Additional technicans are required to support the professional staff in operating the carbon-dating laboratory which was established with funds appropriated in 1962, and in conducting research on solar radiation and its effect on biological organisms. The addition of several specialized pieces of equipment will greatly facilitate this research. For example, a phase-contrast microscope makes visible the variations in the brightness of transparent objects which permits the observation of minute structural details of organisms; a fluorescent microscope uses an intense ultraviolet light source and permits observations of the variations in the fluorescence emitted from a specimen; and automatic, high-speed Coulter cell counter gives an accurate count of particles in suspensions; and an electrophoresis apparatus is used in the separation, isolation, and identification of large molecules obtained from biological preparations.

(*c*) The Canal Zone biological area: This laboratory on Barro Colorado Island was established to provide a tropical research station where scientists and qualified students can study plants and animals in their natural surroundings. Original studies of behavior, ecology, life history, physiology, and specialized habits of animal life are conducted. Plant ecology, plant succession, and taxonomy are included in the research program. Rainfall, humidity, and temperature are recorded daily. Scientists from Federal agencies, universities, private organizations, and foundations, and foreign professional workers carry on investigations of the fauna and flora of the area. Over 1,000 scientific articles have been written on the basis of research performed at this station.

A modest increase in personnel is required to assist in caring for various types of organisms involved in continuing research studies. The success of all such studies depends almost wholly on the maintenance of this experimental material.

(*d*) The Bureau of American Ethnology: This Bureau conducts archeological, linguistic, and ethnological research principally among the American Indians and the natives of lands under the jurisdiction or protection of the United States. Included is research on the material culture, social organization, and customs of these people. Much of the Bureau's work is conducted in cooperation with Federal agencies, and with universities, private foundations, and professional groups in these subject matter fields.

Plan of work

The requested net increase of $275,000 related to the research programs of the Smithsonian Institution will be utilized as follows:

(*a*) To employ 1 analytical chemist, 9 natural history specialists, 4 subprofessional aids, and 2 clerical assistants for the U.S. National Museum and to provide funds for personnel benefits	$118,000
(*b*) To employ 2 physicists, an astrophysicst, and an astronomer for the Astrophysical Observatory and to provide funds for personnel benefits, contractual services for electronic computer service, supplies and equipment	146,000
To employ a chemical technician, 2 laboratory technicians, and an instrumentmaker for the Division of Radiation and Organisms and to provide funds for personnel benefits, contractual services, and equipment	27,000

(c) To employ an animal keeper and a technician in the Canal Zone biological area and provide for related personnel benefits	$4,000
(d) Reduction in the base for fiscal year 1963	−20,000

While the increases listed above total $295,000, a net increase of $275,000 is being requested. The 4-year program in the U.S. National Museum to renovate the valuable Catlin paintings will be completed by the end of 1962. Completion of this program will result in a reduction of $20,000 in the 1963 base for contractual services.

Net increase	275,000

(5) An increase of $70,000 is required for the rehabilitation of buildings program to permit the conversion of combined sewerage systems to separate systems.

The following rehabilitation projects are proposed for completion in 1963:

Museum of Natural History (1911).—It will be necessary to revise the electrical wiring, lighting and controls in the auditorium of the Museum of Natural History in order to provide increased efficiency in the operation of this facility for scientific meetings and special events.

Arts and Industries Building (1881).—Window frames and window sashes must be replaced in the Arts and Industries Building and exterior woodwork repaired. The frames and sashes around the rotunda dome and the large windows of the four main halls have deteriorated over the years and present a safety hazard to the exhibits and to visitors and staff. This building is not air conditioned and the windows, which were intended to be opened for ventilation, must now be kept closed in all seasons because of their condition.

Smithsonian Building (1855).—It will be necessary to make extensive repairs to the window frames, exterior metal, wood, and stonework of the Smithsonian Building to prevent damage by weather and improve the appearance of the building. Weather has caused many mortar joints to separate, allowing moisture to come through to the inner surfaces of the walls. The soft stone of the building has become discolored and streaked and requires waterproofing and preservative treatment.

Freer Gallery of Art (1922).—The exterior surfaces of the Freer Gallery must be repaired and cleaned and the ceilings and walls of certain of the exhibition galleries and corridors refinished.

The exterior stone has not been resurfaced since the building was completed in 1922, and the accumulation of dirt, grime, streaks, and stains should be removed to improve the appearance of the building and the mortar joints must be inspected and repaired.

No major interior repairs have been made since 1955. Numerous plaster cracks have developed, wall coverings have blistered and loosened, and painted surfaces have become soiled and marred.

Related costs.—In addition to the projects listed above, the estimate provides for recurring expenses such as utilities, supplies, and the replacement of cleaning and shop equipment which is outmoded and worn.

Conversion of combined sewerage systems to separate systems.—The Smithsonian Institution was recently informed of the program of the District of Columbia to eliminate pollution from the Potomac River.

The District of Columbia is served by two systems of sewers. The older sections are sewered on the combined system. In this area all sewage, both storm runoff and domestic, is carried in a single system of pipes and, during periods of moderate to heavy rainfall, necessarily discharges into our water courses a mixture of rainwater and sanitary sewage.

Separate system areas, which drain the balance of the city, are provided with two sets of pipes, one for domestic sewage, the other for rainwater. Domestic sewage is delivered to the sewage treatment plant and rainwater is discharged into the nearest stream.

The redevelopment of Southwest Washington has advanced the conversion of existing sewer systems to separate systems. The buildings of the Smithsonian Institution on the south side of the Mall have the combined sewerage systems in accordance with practice at the time of their construction. An expenditure for this purpose is required in view of the District's antipollution program, the expressed interest of the National Capital Planning Commission in the separation of the sewers, and the active support of the U.S. Public Health Service for this antipollution program.

Plan of work

The Buildings Management Department will require $239,000 to continue the rehabilitation of buildings program at the 1962 approved level and to permit the conversion of combined sewerage systems to separate systems. The following projects are included in the 1963 program:

Museum of Natural History, $5,000.—To install effective lighting fixtures, replace an outmoded electrical distribution system, and install modern equipment to control general illumination and required special lighting.

Arts and Industries Building, $25,000.—To remove deteriorated window frames and sashes, install new window frames, sashes, hardware, and flashings, repair and recalk these areas, reputty the windows, and paint all exterior woodwork and metal of the building.

Smithsonian Building, $40,000.—To calk, putty, and paint all window sashes, exterior wood and metal work and to repoint the stonework, waterproof certain walls, and apply a preservative treatment to the stonework.

Freer Gallery of Art, $60,000.—To repoint and recalk joints and resurface exterior of building; and repair damaged or loosened plaster; recover wall surfaces; paint ceilings, trim, and walls; refinish bases and grilles in the exhibition galleries and corridors.

Related costs, $39,000.—To provide for recurring costs for utilities and supplies, and equipment.

Conversion of combined sewerage systems to separate systems, $70,000.—Preliminary studies indicate that the conversion to separate systems is feasible and is estimated to cost $70,000 for Smithsonian buildings on the south side of the Mall. Included are needed engineering services, the preparation of plans and specifications, contract work, supervision, and related expenses.

(6) An increase of $250,000 is requested to provide for needed strengthening of the U.S. National Museum's part in the field of oceanography.

Need for increase

The Smithsonian Institution already plays a significant role in the total effort of the United States in the field of biological oceanography. The members of the scientific staff of the U.S. National Museum are recognized for their specialized knowledge of diatoms, foraminiferans, sea anemones, corals, parasitic ispods, amphipods, crabs and other decapods (shrimp, lobsters), mollusks, and fishes. The Smithsonian Institution, in the extensive biological collections of its National Museum, has the most comprehensive materials for oceanographic research in this country in most areas of systematic marine biology. These scientists are also responsible for the care of the collections and for correlating the museum's work with studies by outside specialists. This small staff cannot, however, extend its special knowledge into all the fields of marine biology nor can the scientists now on the museum staff keep pace with the growth of the national collections to be anticipated in the large new oceanographic programs of the United States.

The Smithsonian Institution will cooperate with the Interagency Committee on Oceanography of the Federal Council for Science and Technology in carrying out the following objectives: (*a*) To determine the distribution, kind, and adaptation of the living populations of the sea and to understand the interrelationship of the marine organisms to the physical and chemical properties of the sea; (*b*) to determine if the oceans have been, or are being significantly modified, or how they can be exploited to benefit mankind; and (*c*) to investigate the impact of radioactivity and other pollution on the ocean including but not restricted to the distribution of pollutants, their effects on such organisms, the productive use of marine waters and the interrelationships among the various conditions.

Thorough and exact knowledge of the distribution of marine plants and animals and of the biology of those organisms as it relates to their control or utilization is dependent to a great degree on rapid and reliable means of identification. The scientific identification of an organism not only indicates its probable relationships, but it is the key to the literature on all phases of its biology and a prerequisite for the retrieval of relevant accumulated data. Of the approximately 200 orders and 150,000 different kinds of organisms that are now recognized in the marine biota alone, very few are covered by comprehensive and up-to-date monographs and revisions upon which must depend reliable and reasonable stable identifications of new specimens. In order that the biological resources of the sea may be fully explored, the nature and identity of the organisms concerned must be known with certainty.

There is no possible way of determining when some little-known forms of animal life will suddenly become important to men. For example, there was no incentive to study sponges until the greater part of the Bahamian and Gulf of Mexico sponge beds were wiped out by epidemic disease. Our country became dependent on other regions for sponges. Existing knowledge of even the commercial species was not adequate for the restocking of old sponge beds with resistant species. Until the development of sonar during the last war, the snapping shrimp which abound on tropical reefs were of interest only to the carcinologist. It could hardly be foretold that these shrimp would become a serious obstacle to the use of underwater sound apparatus in warmer seas, and that a knowledge of their distribution was vitally important in submarine warfare.

The long-range Federal oceanography program includes the establishment of training programs to promote the education of specialists in marine biological systematic research. It is hoped that through such a program enthusiastic students will be encouraged to continue their education toward a career in systematic marine biology. Definitive revisions and monographs of this research will be published so that names of marine organisms can be used in the mechanical retrieval of biological oceanographic data.

In 1963 it is proposed to add to the existing staff two marine ichthyologists, five zoological specialists in the field of marine worms, sponges, crustacea, echinoderms, and mollusks, two botonists specializing in the microscopic plant components of plankton as well as macroscopic seaweeds, and supporting subprofessional clerical staff. With these additions, the Smithsonian Institution will be able to advance and strengthen its oceanographic efforts and to offer significant support to our national determination to understand the oceans and their life.

A special assistant to the Director of the Museum of Natural History will be required to head this program, to serve as a liaison officer with other Government agencies, museums, and universities, and to aid in recruiting competent scientists. This individual must be a scientist of recognized attainment in some area of biological oceanography and one also who has administrative talent. The museum's expanding oceanographic efforts, which cut across the lines of three existing departments and five divisions, will be supervised and coordinated by him.

The special assistant will be required to travel to establish contacts and to recruit personnel. The scientists will require travel funds to visit other museums to consult historic and new collections, to collaborate with other specialists in various fields of oceanography, to participate in the collection of marine organisms, and to attend scientific meetings.

Additional transportation funds will be required to pay for shipping costs of collections of marine organisms which will be sent to the Institution for study and incorporation in the national collections.

Adequate facilities must be at hand for the systematic storage, arrangements, and immediate availability of reference collections. Proper cataloging and documenting of collections is a most important service which, if neglected, will soon result in chaotic conditions. It is hoped that facilities to become available in 1964 in the wings now being added to the U.S. National Museum will be adequate for most purposes at the outset of this program. Until they become available, however, space will have to be rented to accommodate additional staff members and their equipment and to provide room for sorting and storing incoming collections that will be submitted to the museum by the oceanography program.

It will be necessary to contract with specialists, both in this country and abroad, to undertake critical study of groups that cannot be handled by the museum staff and with experts to prepare the illustrations required for monographs, revisions, and related work that are important in descriptive biology.

Necessary supplies, materials, office an laboratory furniture and machines, and microscopes must be provided for the staff of 22 scientists and assistants.

Plan of work

The increase will be used to employ a special assistant, 9 scientists, and 12 supporting subprofessional and clerical staff, to pay related personnel benefits, and to provide necessary funds for travel, transportation, rental of space, contractual services, supplies and equipment, $250,000.

(7) Funds in the amount of $60,000 are required for the support of the National Armed Forces Museum Advisory Board.

The act of August 31, 1961 (75 Stat. 414), establishes in the Smithsonian Institution a National Armed Forces Museum Advisory Board and authorizes the appropriation of funds to carry out the purposes of the act. The functions of this Board are to provide advice and assistance to the Regents of the Smithsonian Institution on the following:

(*a*) The portrayal of the contributions which the Armed Forces of the United States have made to American society and culture.

(*b*) The investigation and survey of lands and buildings in and near the District of Columbia suitable for the display of military collections, and the preparation of recommendations to the Congress with respect to the acquisition of lands and buildings for such purposes.

The act reaffirms that the Smithsonian Institution shall (1) commemorate and display the contributions made by the military forces of the Nation toward creating, developing, and maintaining a free, peaceful, and independent society and culture in this country; (2) portray the valor and sacrificial service of the men and women of the Armed Forces as an inspiration to the present and future generations of America; (3) demonstrate the demands placed upon the full energies of the people, the hardships endured, and the sacrifices demanded in our constant search for world peace; (4) graphically describe the extensive peacetime contributions the Armed Forces have made to the advance of human knowledge in science, nuclear energy, polar and space exploration, electronics, engineering, aeronautics, and medicine; (5) interpret through dramatic display significant current problems affecting the Nation's security; and (6) provide a study center for scholarly research into the meaning of war, its effects on civilization, and the role of the Armed Forces in maintaining a just and lasting peace by providing a powerful deterrent to war.

To carry out the above objectives, the act reaffirms that "the Smithsonian Institution shall collect, preserve, and exhibit military objects of historical interest and significance."

Need for increase

During 1962, it is expected that members will be appointed by the President to the National Armed Forces Museum Advisory Board; that organization meetings wil be held; and that study assignments will be made. During 1963, the Board will furnish progress reports on the scope and character of proposed museum sites to the Smithsonian's Board of Regents. It is proposed that a member of the Smithsonian Institution staff serve as secretary to the National Armed Forces Museum Advisory Board. Since he will already have full-time responsibilities he will rely heavily on the assistants provided for in this estimate for 1963 to prepare draft proposals and assemble necessary information for the Board. The secretary of the Board and his assistants wil work closely with curators of existing military collections in the Smithsonian Institution, the Defense Establishments, and elsewhere, to obtain information relating to such collections as well as to assemble ideas on the practical matters of museum scope, organization, preservation, maintenance, and operation. Information on potential sites will also be assembled and studied. All proposed locations, exhibits, and arrangements will have to be tested against the problems of maintenance, accessibility to established visitor traffic, and fundamental value of each museum element which may be suggested.

Plan of work

To employ an administrative assistant and a stenographer to assist the secretary of the Board (proposed to be a member of the Institution staff), provide funds for personnel benefits, travel, transportation of things, printing, contractual services, supplies and materials, and equipment. Total increase, $60,000.

(8) Other increases: A total of $319,000 is required to establish a health unit, to provide for increases in travel rates authorized by the act of August 14, 1961, to provide for within-grade promotions and reclassification costs.

Need for increase

(*a*) The act of August 8, 1946 (5 U.S.C. 150), authorized the establishment of health service programs for Government employees. These programs are limited to treatment of on-the-job illness and dental conditions requiring emergency attention, preemployment and other examinations, referral of employees to private physicians and dentists, and preventive programs relating to health. The establishment of such a program in the Smithsonian Institution would offer several distinct advantages. It would provide employees with emergency treat-

ment for colds and other physical disturbances including skin irritations, minor cuts, and bruises. Other intangible benefits such as improved employee morale, greater efficiency, and productivity would be realized since less sick leave time would be utilized by employees because of physical conditions which become aggravated from lack of timely medical care at work. This program would also make it possible for the Institution to maintain its own mass immunization programs in accordance with the recommendations of the Department of Health, Education, and Welfare and provide for a modified employee health maintenance program for employees 40 years of age and over.

In addition to their concern for the health and well-being of the employees, officials of the Institution have been aware for years that more adequate emergency treatment should be available to the millions of visitors who come from all parts of the country. The proposed health unit would provide visitors with treatment in the event of accident or sudden illness.

(*b*) The act of August 14, 1961 (75 Stat. 339–341) increases per diem rates from $12 to $16 and mileage rates from 10 to 12 cents per mile.

(*c*) To provide for within-grade promotions in accordance with the Classification Act of 1949, as amended (5 U.S.C. 1161), and for prior-year authorized classification of positions in accordance with civil service standards.

In 1962 a reduction of 36 man-years of employment was necessary in order to compensate for prior-year classifications acts. These classifications were made in strict compliance with civil service standards. The so-called Whitten amendment requires agencies to audit all positions each year for the purpose of confirming or correcting grade allocations and for abolishment of positions found to be unnecessary. In 1961, the Personnel Division was able to overcome a serious backlog and to audit all positions including desk audits of 40 percent of the Institution's positions. It has been found that due to the Smithsonian's expanding programs and the consequential assumption of additional duties and responsibiilties by certain members of the staff, more than a normal number of positions audited required reclassification. A forced curtailment of employment was then necessary in order to stay within the allowance for personnel compensation.

The 1962 reduction in authorized positions was applied uniformly throughout the Institution. The proportionate shares of the Museum of Natural History, the Museum of History and Technology, and the Buildings Management Department are the most significant since these constitute the major areas of employment. Included in this reduction were such positions as exhibits workers, typists, museum aids, clerks, mechanics, and laborers, which were held unfiilled as they became vacant and then suspended in 1962. Essential services for the Institution's scientific research programs and for the preparation and renovation of exhibits were necessarily curtailed and the Institution's approved programs were delayed and impaired in direct proportion to the services lost.

In determining the number of positions which could be authorized in 1962 and 1963, full consideration was given to normal turnover, delay in filling vacancies, lag in recruitment for new positions, leave without pay, and similar factors.

Allowance of an increase of $171,000 in 1963 will provide for 36 additional man-years and will permit the Institution to regain the level of employment previously justified and approved.

Plan of work

(*a*) The establishment of a Public Health Service-operated health unit, within the limitations of Public Law 658, 79th Congress, will require an increase of $23,000. Such a unit would serve a population of 1,500 employees and would provide the services of 2 full-time nurses and the part-time services of a medical officer in charge (3 visits per week). Emergency care to an average of 10 to 15 visitors per day would also be provided by this unit. The cost of operation in the first year includes capital outlay for the acquisition of initial equipment which amounts to $3,500. The 1963 estimate represents $15.33 per employee which would be reduced to approximately $13 in succeeding years. This cost estimate and the scope of the units services were furnished by the U.S. Public Health Service $23,000

(b) The 1962 costs incident to increased travel rates authorized by the act of August 14, 1961, will be financed from estimated savings. A recent study of the per diem portion of the total travel requirements of the Smithsonian indicates that $14,100 will be required in 1963 for this purpose. However, as a matter of policy, a portion of this additional cost will be derived from savings and economies in other activities so that the amount requested for partial funding of a the total cost is	$6,000
(c) Based on a position-by-position study, the Smithsonian Institution will require additional funds to provide for the cost of within-grade promotions. Allowance was made for representative lapse factors in determining this requirement	119,000
An increase in 1963 is requested to compensate for prior-year authorized classification of positions which were made in accordance with Civil Service Commission standards. This increase will permit a total of 36 additional man-years of employment in various budget activities	171,000
Total increase	319,000

GENERAL STATEMENT

Chairman HAYDEN. Dr. Carmichael?

Dr. CARMICHAEL. Mr. Chairman and members of the committee, it is an honor to have an opportunity to appear before you to discuss the programs of the Smithsonian Institution and to present the Institution's request for funds for the fiscal year 1963.

The Smithsonian Institution is fundamentally concerned with the increase and diffusion of knowledge among men. Under the terms of its broad charter, the Institution conducts well-defined scholarly research activities. These research programs I think I can say are not duplicated elsewhere.

RESEARCH IN ASTROPHYSICS

For example, through its Astrophysical Observatory, the Smithsonian conducts very specific research in astrophysics, including the study of particular aspects of solar radiation, solar astrophysics, the nature of the upper atmosphere, meteors, meteorites, specific scientific problems related to artificial satellites, and other very specialized studies in space science.

SPACE-FLIGHT AWARD

The Director of the Institution's Astrophysical Observatory Dr. Fred L. Whipple, was the recipient this year of the American Astronautical Society's top honor, the "Space-Flight Award." Because of the expertness of our staff and the current importance of this area of study, the scientific world looks to the Institution for basic research in astrophysics.

The Institution also conducts specialized research in ethnology and related fields, in biology, geology, and related fields and in other scholarly areas.

SCHOLARLY PUBLICATIONS

One important aspect of our research function includes the issuing of scholarly publications, serving as a center for the exchange of such publications with other research centers throughout America and the world—we have been doing that for more than a century, sir—and answering requests for scientific and technical information. Last

year over 321,000 of such requests were answered, an increase of more than 24,000 over the preceding year.

In addition to these research functions, the Smithsonian maintains what is probably the world's largest museum complex. It preserves and protects for our citizens many of the irreplaceable treasures of the American people.

TOTAL VISITORS TO MUSEUM

Public interest in our museums continues to grow. In 1961 the number of visitors to our buildings on the Mall (exclusive of the National Gallery of Art) totaled 7,103,374, an increase of almost 609,000 over the previous year. We feel that this increase in the number of visitors may be attributed largely to the excellent and much-improved museum exhibits made possible by this committee in recent years.

RENOVATION OF EXHIBITS PROGRAM

Our renovation of exhibits program began in 1953 and in that year the number of visitors was 3,429,429. From this number, the visitors have increased to the over 7 million just mentioned; that is from 3,429,429 to over 7 million.

Our 1963 request in the "Salaries and Expenses" estimate for continuation of the renovation of exhibits program is at the same level as 1962, that is $455,000.

Before discussing the "Salaries and Expenses" request in more detail, I should like to report to you on the Institution's construction programs since these programs affect certain items in the "Salaries and Expenses" estimate.

CONSTRUCTION PROGRAM

The notable collections of the Smithsonian in the fields of history and technology, long largely in storage, will be displayed in the monumental building being erected on Constitution Avenue between 12th and 14th streets. The laying of the cornerstone, with appropriate ceremonies, took place on May 19, 1961. This Museum of History and Technology is now scheduled to be substantially completed in March of 1963, 6 months later than the date of September 1962, as we had previously advised the committee. Partial occupancy of some exhibition and museum areas is planned in October 1962.

I am delighted to report that excellent progress is being made on construction of the east wing of the Natural History Building. Funds were appropriated in 1961 for this construction and the completion date is now expected to be as early as January 1963. The wing will be occupied for part of that year.

Funds were appropriated in 1962 for construction of the west wing and completion of this full project is scheduled for July 1964.

REMODELING CIVIL SERVICE COMMISSION BUILDING

We estimate that $5,400,000 will be required in 1963 for remodeling the Civil Service Commission Building to make it suitable to house the National Collection of Fine Arts and the National Portrait Gallery. The transfer of this historic building, originally constructed

to house the Patent Office, with its correlated museum, to the Smithsonian Institution has been authorized by the Congress.

The availability of this building for remodeling is dependent upon the estimated completion of the office building now under construction for the Civil Service Commission. The Institution's estimates were prepared on the assumption that the new Civil Service Commission Building would be available in March 1963. However, very recently, on January 24, 1962, we were informed that the completion date had been changed to July or August 1963. The estimated remodeling cost of the old Civil Service Commission Building is based on a study authorized by the Public Buildings Service of the General Services Administration. The detailed plans and specifications for the remodeling are being developed this year with planning funds appropriated for this purpose.

CAPITAL IMPROVEMENTS AT THE ZOO

Last year, the Congress acted favorably on a request for specific legislative authority to allow capital improvements at the National Zoological Park. This program of improvements is planned to be accomplished over a period of years so that the National Zoological Park may be continued in daily operation without general disruption and inconvenience to the millions of visitors who come to the zoo from every State in the Union. It is estimated that $950,000 will be required in 1963, and that varying amounts will be required in the next 10-year period.

In discussing the Smithsonian Institution's request for funds for capital improvements at the National Zoological Park, I should also like to say at this time that the National Capital Parks of the Department of the Interior is again requesting funds for a road and tunnel that will bypass the National Zoological Park and serve as a connecting link between Rock Creek Park and the Potomac Parkway. The construction of such a road seems to be most desirable. It will allow traffic to move through Rock Creek Valley without cutting through the National Zoological Park. At present, traffic disturbs the animals in the collections and interferes with the safety, free access, and movement of the millions of visitors to the zoo.

Chairman HAYDEN. We had a very interesting hearing on that previously when the National Park Service showed an exhibit of how it would be done.

Mr. CARMICHAEL. Yes, sir. I should like to emphasize, however, that the funds for this necessary improvement are included in the request of the National Capital Parks and are not included in the estimates we have placed before you.

NEED FOR INCREASED FUNDS

Now I should like to discuss our need for increases over last year as reflected in the "Salaries and expenses" request before you. Our appropriation request of $11,354,000 for 1963 represents an increase of $2,229,000 over the amount appropriated for 1962.

Of this increase, funds totaling $1,076,000 are related to the new Museum of History and Technology. They will be used to prepare, move, and install exhibits and collections in this new museum and pro-

vide building services and related costs for partial operation of this great building.

The estimates before you also include an increase of $122,000 for moving and storing museum materials, for moving scientific and related equipment, and for building services for partial occupancy of the east wing of the Natural History Building.

NATIONAL PORTRAIT GALLERY

An increase of $92,000 is requested to provide needed staff to prepare exhibition plans for the national collection of fine arts which will be moved into the old Civil Service Commission Building and to provide for the initial staffing and related costs of the National Portrait Gallery, which will also be housed in that building.

SCIENTIFIC RESEARCH

We are also requesting a net increase of $275,000 for certain areas of scientific research. These additional funds will be used to extend scientific research in the great national scientific collections of the United States National Museum of the Smithsonian which are in many cases unique and must be used by visiting scientists from all over the country. I suppose in an ordinary working day there are possibly 200 or more visitors working on these collections. Part of this increase will also be used to advance the research programs of the astrophysical observatory to which reference has been made above. The Smithsonian has been recognized throughout the world for over 80 years as an important center of research in this field.

OCEANOGRAPHY

The request before you includes $250,000 additional to permit the broadening of the Smithsonian's scientific work in oceanography. We have been active in this area of research for a great many years. These funds will enable the Institution to employ additional scientists and specialists and to provide for other related costs so that the Smithsonian can perform necessary biological studies required in this new and very important national program. This program is dedicated to an increase in our understanding of the oceans and their potential value to man as a source of food and in other ways. The special oceanography services of the Smithsonian are well recognized around the globe, and, I think I can say with assurance, do not duplicate other research activities.

SEWERAGE SYSTEM

The requested increase includes $70,000 to provide for the required conversion of a combined sewerage system to a separate system for the Smithsonian buildings on the south side of the Mall. Conversion of this system is part of the District of Columbia's program to eliminate pollution of the Potomac.

NATIONAL ARMED FORCES MUSEUM ADVISORY BOARD

There is also included $60,000 to carry out the purposes of the act approved on August 31, 1961, which established a National Armed

Forces Museum Advisory Board in the Smithsonian Institution. These funds will be used to employ a small staff to assist the Board in its studies and to provide for related costs.

HEALTH UNIT

An additional $319,000 in the aggregate is requested to provide for an urgently needed health unit for the benefit both of our employees and of our many millions of visitors; for the increases in travel rates as authorized by the act of August 14, 1961; for mandatory within-grade promotions; and for reclassifications in accordance with required Civil Service Commission standards.

Mr. Chairman and members of the committee, may I again express my appreciation to you for allowing me to present this statement. I will try to answer any questions I can.

REDUCTION IN ESTIMATE

Chairman HAYDEN. I understand that you may be able to reduce your salaries and expenses estimate, inasmuch as personnel will not have to be employed until next fiscal year because of slippage in the construction schedule of the Museum of History and Technology. How much will that reduction be?

Dr. CARMICHAEL. Mr. Chairman, information on that delay was not available to us when these estimates were put together. It is our estimate that we may now be able to save as much as $454,000, sir.

CONSTRUCTION PROGRAM ESTIMATES

Chairman HAYDEN. There will also be included in the record the Smithsonian Institution budget estimates for its 1963 construction program.

(The budget estimates referred to above follow:)

The Smithsonian Institution is requesting funds for 1963 to remodel the existing Civil Service Commission building for art gallery purposes and to undertake a capital improvement program at the National Zoological Park in annual stages over an appropriate period of time.

In 1962, $400,000 was appropriated for preparing plans and specifications for the necessary remodeling of the existing Civil Service Commission building for art gallery purposes. It is anticipated that this building will be available for transfer to the Smithsonian Institution in 1963, when a new building to house the Civil Service Commission is to be completed. A request for $5,400,000 is included in these estimates to provide funds for remodeling at the time the building becomes available to the Smithsonian Institution.

Funds to begin a program of construction, remodeling, and equipping of buildings and other exhibit facilities at the National Zoological Park are also included in these estimates. To initiate this program, which is proposed to be accomplished over a period of years, $950,000 will be required to provide for construction of the first improvements ($790,000) and for detailed planning of improvements to be undertaken in subsequent years ($160,000).

In 1961, $13,500,000 was appropriated for the rehabilitation and modernization of the Natural History Building and the construction of an east wing. This work is progressing well and is expected to be completed by March 1963. In 1962, $4,336,000 was appropriated for construction of the west wing and completion of the entire project. It is anticipated that the entire project will be completed by April 1964.

Construction is continuing on the Museum of History and Technology on Constitution Avenue between 12th and 14th Streets NW. Partial occupancy of certain exhibit and work areas is scheduled for October 1962 or before and complete occupancy is expected by March 1963.

REMODELING OF EXISTING CIVIL SERVICE COMMISSION BUILDING

The Congress by act of March 28, 1958 (72 Stat. 68), provided for the transfer of the existing Civil Service Commission Building (formerly known as the Patent Office Building) to the Smithsonian Institution. Designed by Robert Mills during the administration of President Andrew Jackson, this building is considered an outstanding structure of that period. It is anticipated the the building will be available for transfer by the General Services Administration in fiscal year 1963. Remodeling will be necessary to make it suitable as an art gallery to house the National Collection of Fine Arts and the National Portrait Gallery of the Smithsonian Institution. These two collections will be housed in the building on an equally shared basis.

In order to obtain the information necessary to make an estimate of funds required for detailed plans and specifications for remodeling the building, the architectural firm of Faulkner, Kingsbury & Stenhouse was retained in 1960 by the General Services Administration. This firm submitted a feasibility study upon which the total cost of the renovation was estimated as well as the estimate of the cost of necessary detailed plans and specifications.

Funds in the amount of $400,000 for the preparation of detailed plans and specifications for the necessary remodeling of the building to make it suitable to house certain art galleries of the Smithsonian Institution were appropriated in the Department of the Interior and Related Agencies Appropriations Act, 1962, Public Law 87-122, approved August 3, 1961. It is expected that the building will be made available for transfer in 1963 after the Civil Service Commission moves to its new building now under construction. The General Services Administration has agreed to the transfer at that time.

The 1963 estimate of $5,400,000 will provide for remodeling the building at the time it becomes available to the Smithsonian Institution. The scope of work required to convert the building includes such items as: replacing the existing heating system which is over 40 years old; air-conditioning; installing necessary humidity controls; replacing the electric system; making necessary structural changes and renovations, such as removing partitions and walls; caulking and pointing stonework; cleaning the entire building; repainting; regrinding or replacing existing floors; plastering; and such other work as is required to provide appropriate exhibit facilities for the National Collection of Fine Arts and the National Portrait Gallery. The details of the essential remodeling will be developed in fiscal year 1962 with the planning funds now available.

PUBLIC BUILDING SERVICE

Estimate of remodeling costs (including planning)

Design and specifications	$330,000
Surveys, etc	29,000
Supervision	175,000
Office expenses, Public Buildings Service	14,000
Improvements	4,917,000
Furnishings and equipment	250,000
Smithsonian Institution	85,000
Total	5,800,000
Less planning funds appropriated fiscal year 1962	—400,000
1963 estimate	5,400,000

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

The Board of Regents of the Smithsonian Institution on May 19, 1961, directed the Secretary to undertake a capital improvement program at the National Zoological Park, in annual stages over an appropriate period of time, to be financed as part of the regular Federal budgetary program of the Institution. The Congress since 1890 has from time to time appropriated such funds for improvements at the National Zoological Park.

The action of the Board of Regents recognized the need to improve present conditions at the zoo. These conditions are described briefly in the following paragraphs:

The Police Headquarters Building (1956) is the only structure erected in the past 20 years. Its condition is satisfactory.

The Office Building (1805), Lion House (1891), Antelope House (1898), bear pits (1902–10) and Monkey House (1906) should be replaced. The buildings are old, in poor condition, and obsolete as exhibition facilities.

The outdoor cages and other exhibit facilities are in fair physical condition but similarly are obsolete by any modern standard of good zoo practice, considering effectiveness of exhibition techniques, safety of the public, and well-being of the animals.

The Bird House (1928–36), Reptile House (1931), Elephant House (1937), Small Mammal House (1937), and public restaurant (1941) are obsolescent, averaging 25 years of age, but can be rehabilitated. Generally, ventilation is poor, heating is not well controlled, lighting is inadequate, cages are small and deteriorating, and exhibition facilities are obsolete.

The electrical wiring and distribution system, the steam distribution system, and the boilers need replacement because of age and obsolescence. Sanitary and storm sewers similarly require rehabilitation and extension.

Parking facilities are grossly inadequate to handle the load on weekends during the most popular visiting season from April through October.

The existing east-west road from Connecticut Avenue to Harvard Street and the north-south road from Potomac Parkway to Rock Creek Park, both carry heavy traffic through the Zoo. This present traffic and road system creates a hazard to pedestrians, a police problem, and a major disruption of the natural habitat setting of the park.

The needs of the National Zoological Park include outdoor exhibit facilities and indoor exhibit and shelter facilities for the animals; roadways and parking facilities for visitor automobiles and buses; separation of automobile and pedestrian traffic; associated public service facilities; operational buildings; visitor transit system; and the related sewerage, heating, water and electrical distribution systems.

The program of improvements is proposed to be accomplished over a period of years in order that the National Zoological Park may be continued in daily operation without general disruption or interruption to the several millions of visitors from every State in the Union. A very important additional consideration in scheduling the improvements over a period of years lies in a recognition of national budgetary limitations.

It is estimated that $950,000 will be needed in fiscal year 1963 and that varying annual amounts in a 10-year period will be required for construction. This program will accomplish a most significant improvement in the National Zoological Park, in keeping with its statutory purpose since 1890, "for the advancement of science and the instruction and recreation of the people."

Planning funds in the amount of $85,000 are included for the National Zoological Park in the District of Columbia Appropriation Act for fiscal year 1962. These funds will permit the preparation of detailed drawings and specifications during the current year (1962) for the initial stage of construction.

In fiscal year 1963, the request for $950,000 will provide $790,000 for construction of the first improvements and $160,000 for detailed planning of improvements to be undertaken in subsequent years.

Bird House and exhibits

The first year's program includes improvements to the interior of the existing Bird House which will be remodeled to provide suitable exhibits for birds which should be displayed indoors. The remodeling of the inside of the Bird House will achieve a greater utilization of existing space in large community cages for a truly pleasing exhibit for public interest and also a pleasanter living environment for the birds. A large, indoor, free-flight area will be developed in which there will be no visual barrier between the birds and the visiting public.

The existing outdoor flight cage will be replaced in a more suitable location adjacent to the Bird House. The adjoining area will be landscaped and the required new outdoor cages and pens will be provided, giving the entire area presently devoted to bird exhibits a unity in a parklike atmosphere. Large flightless birds will be exhibited behind dry moats, without fences or bars. Outside exhibits planned for hardy birds will be arranged to achieve maximum utilization by combining ground-dwelling birds and perching birds in the same cage.

The domed flight cage will provide a large volume of enclosed flight space at relatively low cost. Visitors will be able to walk through the cage and achieve a visual association with the birds in a natural habitat setting.

This will surely become one of the most interesting and outstanding bird exhibits in the world.

Moose and elk, beavers, picnic area

Moose and elk will be shown on a terraced slope enclosed with water and dry moats and including animal shelters. One side of the beaver pond will border on a sunken corridor with windows for viewing the animals under water. The adjacent picnic area will be furnished with tables, benches, shelters, and a refreshment stand for the visitors.

Roads

It is planned to relocate the automobile entrance off Connecticult Avenue to the north. This will make better utilization of the unused northwestern corner of the park and ultimately remove the heavy automobile traffic from the heart of the zoo. Within the limitation of funds, the new road will be constructed around the periphery of the bank which falls to Rock Creek to a point near the existing Elephant House. At this point, a temporary connection with the existing East-West road will be made to provide necessary traffic circulation.

When automobile traffic has been relocated from the existing Connecticut Avenue entrance by the completion of the northern roadwork and later, the parking facilities in the northwestern area, space will be made available for the successive development of several major exhibits for hoofed stock and for the new pedestrian plaza which will become the dominant entranceway to the exhibits.

Construction cost estimates

Bird House and exhibits:	
Indoor exhibits, 19,600 square feet of floor area	$306,000
Outdoor exhibits, 174,000 square feet of ground area	288,570
Moose, elk, beavers, picnic area: Outdoor exhibits, 98,700 square feet	98,540
Roads: Connecticut Ave. vehicle entrance and portion of northern zoological park roadway	96,890
Total	790,000

REMODELING CIVIL SERVICE COMMISSION BUILDING

Chairman HAYDEN. $5,400,000, which you asked for remodeling of the Civil Service Commission building to make it suitable as an art gallery for the National Collection of Fine Arts and the National Portrait Gallery, may not be necessary because the new Civil Service Commission Building will not be ready for use, as you stated, by the Civil Service Commission until fiscal year 1964. That is correct; is it not?

Dr. CARMICHAEL. Yes.

Chairman HAYDEN. I understood your construction budget can be reduced by this amount?

Dr. CARMICHAEL. Mr. Chairman, that is as the committee wills. We believe that if the appropriation were made it would probably mean that we could get this building ready for use, which Congress has directed, at an earlier time than if the appropriation is not made.

It is true, however, that there has been, to use the phrase, a recent slippage in the time of the completion of the new Civil Service Commission building, and that I am sure is the basis of your statement.

I do want to say that I still think if the appropriation were made, because our plans will be ready, that the contracts could be let and we could get to work in July of 1963 and the building would thus probably be ready more quickly.

Chairman HAYDEN. It would require that the appropriation be made available until expended?

Dr. CARMICHAEL. Yes, sir.

Chairman HAYDEN. That would serve the purpose?

Dr. CARMICHAEL. Oh, it would, indeed.

CONSTRUCTION AT THE ZOO

Chairman HAYDEN. In addition, $950,000 is requested for construction of initial improvements and planning of additional improvements for subsequent years at the National Zoological Park. Seven hundred and ninety thousand dollars of this is for construction.

We will be glad to have your comments on the need for the construction planned. Particularly, will you indicate how much relocation can be accomplished in fiscal year 1963 of the Connecticut Avenue automobile entrance?

Dr. CARMICHAEL. Yes, Mr. Chairman. Mr. Chairman, you will remember that last year the Congress authorized the Smithsonian to request funds for a program of public works at the zoo. For many years the public works of the National Zoological Park had, like all other expenses of the Park, been handled through the District of Columbia budget, but with this new legislation we have come before you with the request for the amount of money, for the $950,000, to be used for the beginning of the relocation of the road system and other construction.

RELOCATION OF ROAD SYSTEM

This new road is not to be confused with the road system that you referred to earlier, which is the main road that runs through the valley, but for the entrance road system; so that instead of running, as it does now, right through the middle of the animal exhibits we can go up Connecticut Avenue further and cut a new road in. In this way, automobiles will not, as they do now, disrupt the animal exhibits and also the millions of people who come into the zoo.

The beginning section of that road is provided for in the request that we have made and so also are funds for the renovation of much-needed improvements of the birdhouse and the development of a facility that will provide, as all modern zoos have, an outdoor flight cage in which the birds can be properly exhibited.

It is that request that we are making, sir.

Chairman HAYDEN. You say the beginning of this road construction. About how much will be required for that and what will be the total costs?

Dr. CARMICHAEL. Mr. Bradley, Assistant Secretary of the Smithsonian, may be able to give you the exact figure.

TOTAL COST OF ROAD CONSTRUCTION

Mr. BRADLEY. Mr. Chairman, we have included in the estimate before you an amount of $96,890 which will cover about one-quarter of the stretch of road that the Secretary was referring to, from Connecticut Avenue over to Harvard Street, so we can go about 20 percent or 25 percent of the way.

We would require an additional amount of about $325,520, Mr. Chairman, in order to construct that road all the way across to Harvard Street from Connecticut Avenue.

Chairman HAYDEN. Would it not be more economical to build this road as one project rather than in sections? How much would that cost?

Dr. CARMICHAEL. Yes, sir, it would be more economical if we could build the complete road from Connecticut Avenue to Harvard Street. This would be of great advantage to the zoo since the completed road could then be used as a unit by our millions of visitors. It would effectively remove this east-west automobile traffic from the heart of the exhibition area. The estimated total cost of this road is $422,410. Since a request for $96,890 is included in the justifications before you, Mr. Chairman, an additional amount of $325,520 would be required to construct the complete road.

Chairman HAYDEN. It seems to me it is a very desirable improvement and the sooner we get at it, the better.

Mr. BRADLEY. Yes, sir.

Chairman HAYDEN. Are there any questions?

Senator BYRD. No, Mr. Chairman.

Chairman HAYDEN. Senator Dworshak?

CONSTRUCTION PROGRAM ON CONSTITUTION AVENUE

Senator DWORSHAK. Yes. Dr. Carmichael, I am very much interested in your construction program. Your statement indicates that in 1961 $13,500,000 was appropriated for the rehabilitation and modernization of the natural history building and the construction of an east wing.

In 1962 $4,336,000 was appropriated for construction of the west wing and completion of the entire project, which will be completed by April 1964. Does this complete your construction program on Constitution Avenue?

Dr. CARMICHAEL. Yes, sir.

Senator DWORSHAK. That will take care of everything. You also have in your general statement reference to the remodeling of the existing Civil Service Commission Building for art gallery purposes and you are requesting $5,400,000 to provide funds for remodeling this building?

Dr. CARMICHAEL. Yes, sir.

NATIONAL COLLECTION OF FINE ARTS

Senator DWORSHAK. Where do you get the art objects which will be displayed in this new building?

Dr. CARMICHAEL. Senator, the national collection of fine arts has a long history. When the basic law of the Smithsonian was started we were directed to maintain a gallery of art, so from the very beginning there have been art objects at the Smithsonian.

As the years have passed, bequests, gifts, have come to the Government of objects of art. This was called the National Gallery of Art until the gift of Mr. Mellon and the establishment of the National Gallery of Art.

At that time, the name was changed to the national collection of fine arts. We have a very large collection of American works of art and of other works of art. These cannot be displayed in a proper way. We are really under great criticism because so many works of art are in basement storage. They are stored in out-of-the-way places, and

yet many of them are works of art that are of very great importance to the American people. We are very happy that the Congress authorized the transfer of the historic old Patent Office Building to the Smithsonian so that it could be remodeled to make a suitable place to house this collection.

Senator DWORSHAK. These art objects are in addition to those displayed in the National Gallery?

Dr. CARMICHAEL. They are entirely distinct, sir.

Senator DWORSHAK. A separate collection?

Dr. CARMICHAEL. A separate collection.

Senator DWORSHAK. And they are not being displayed now because you lack room?

Dr. CARMICHAEL. Yes. Senator, a few of them are on display, somewhat incongruously, in the Natural History Building of the Smithsonian.

Senator DWORSHAK. What are you going to place in these new wings that are being constructed?

RESEARCH ACTIVITIES

Dr. CARMICHAEL. Those wings are primarily for the great research activities of the Smithsonian. This new space will allow us, however, to take out of the old exhibit galleries the collections and the research activities that have crept into them during the years since the building was built.

Senator DWORSHAK. I am a little inquisitive. What kind of research? I heard you refer to it briefly in your statement, but we give the Defense Department about $5 billion a year for research activity and we give the National Institutes of Health and about every agency from a peanut stand to the Defense Department money for research. What do you do with your research money, without going into too many details? I am inquisitive.

Dr. CARMICHAEL. The Smithsonian has been called the biological bureau of standards, because we have collections in biology, geology, and related fields; in many cases these are the world's greatest collections.

Senator DWORSHAK. Do you have anything to do with the human race down there?

Dr. CARMICHAEL. We have a Bureau of American Ethnology and work in anthropology. The Smithsonian was one of the first places for such research in the world.

Senator DWORSHAK. You have not done much along that line yet, have you?

Dr. CARMICHAEL. Sir, I hardly know how to answer that question.

Senator DWORSHAK. Then do not answer. It is probably classified. We do not want the Russians to find out. All right. Let us change from research. You do feel that this research will not necessarily be a lot of increased activity and expanded programs so much as it is to take it out of the crowded quarters which you have had for years in your existing buildings?

Dr. CARMICHAEL. That is true, and there is no other place in which much of this research can be done. That is why people from universities all over this country come to us and why the other Government Bureaus send their people to us; because they have to use the collec-

tions, and these collections are, in general, not duplicated elsewhere, sir.

Senator DWORSHAK. Let us move over into the National Zoological Park. I had a reporter friend from one of the local papers tell me he had not been out there more than twice in about 10 years and I was shocked and amazed because I thought people went out there almost every weekend to witness the monkeys and all the other interesting things that you have out there.

IMPROVEMENT PROGRAM AT THE ZOO

I see that you are asking for $950,000 for an improvement program at the park in the next year, and that includes $160,000 for detailed planning of improvements to be undertaken in subsequent years.

Can you give us any briefing on what your planning is, how much you will need in the next 5 years, or 10 years, or is that still undeveloped?

Mr. CARMICHAEL. Mr. Chairman, it is still not developed in detail or else we would not have had to ask for the funds for detailed planning. Nevertheless, a preliminary study has been made and it is our belief, sir, that we will have to ask for an average of about $1,700,000 each year for 10 years for capital improvements at the zoo.

However, this will be on an annual basis and the Congress can, at any time, in its wisdom, say: "No, we have gone far enough."

Senator DWORSHAK. Will it be largely buildings and structures?

Dr. CARMICHAEL. It will be the reconstruction of the road system, of the parking system, and of the animal houses, some of which have had to be closed because they are no longer safe. It will be the reorganization of the outdoor facilities for the display of animals. This is a national zoo and it has been allowed to get way behind the procession.

It was founded by the Smithsonian. One of my predecessors, Dr. Langley, a great man with great foresight, before there was a Rock Creek Park recommended the move to its present site. It was well planned for its time, but certainly when it was laid out people did not know that there was going to be such a thing as an automobile, sir.

TOTAL ANNUAL VISITORS TO THE ZOO

Senator DWORSHAK. I know it is a big attraction, and in fact how many people visit that annually?

Dr. CARMICHEAL. It is a little difficult to give the exact number, because we cannot count with clickers. At our own buildings we count them with clickers.

Mr. BRADLEY. Something over 2 million visitors from every State, Senator, each year.

Dr. CARMICHAEL. I would not be surprised if it was even more than that.

Senator DWORSHAK. My advice is to expedite your program. Our gold dollars are dwindling rapidly and we may not have funds available to complete your program if you do not move along rapidly.

INCREASE IN BUDGET

One more question: Your "salaries and expenses budget" provides for an increase of $2,193,000, which is about a 25-percent increase over the current fiscal year. You have in detail the justification of these increases for the various categories, which are about 8 or 10 in number. What is primarily responsible for this 25-percent increase?

Dr. CARMICHAEL. Senator, the new buildings.

Senator DWORSHAK. The new buildings?

Dr. CARMICHAEL. Yes, sir.

Senator DWORSHAK. You need more personnel?

Dr. CARMICHAEL. Yes, sir.

Senator DWORSHAK. Well, I guess if Congress wants you to expand your activities and implement the activities and the displays in the new buildings, you have no other alternative. It seems peculiar that we are expanding all of these activities at a time when we are facing so much difficulty with our fiscal policies, but I guess that is not your responsibility.

BOARD OF REGENTS

That is the responsibility of Congress. You have a Board that outlines your policies?

Dr. CARMICHAEL. Yes, we do, sir.

Senator DWORSHAK. How many persons are on that Board?

Dr. CARMICHAEL. On the Board of Regents there are three Members of the Senate, three Members of the House, the Vice President, the Chief Justice, and six other citizens.

Senator DWORSHAK. How often do they meet?

Dr. CARMICHAEL. They meet on special call. They meet always twice a year and there is an executive committee that meets at other times.

Senator DWORSHAK. These six citizens come from outside of Washington?

Dr. CARMICHAEL. Yes, sir. There are two from the District by law. Two are from the District.

Senator DWORSHAK. So you do have this advisory group to help you on your planning?

Dr. CARMICHAEL. Yes, sir.

Senator DWORSHAK. I think that is all, Mr. Chairman. Thank you.

Chairman HAYDEN. If there are no further questions the committee will stand adjourned until 10:30 Thursday, March 8, when we will hear Indian health activities, the National Capital Planning Commission, and the National Capital Transportation Administration.

(Whereupon, at 10 noon Wednesday, March 7, 1962, the subcommittee was recessed, to be reconvened at 10:30 a.m. of the following day, Thursday, March 8, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

THURSDAY, MARCH 8, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:30 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden, chairman, presiding.

Present: Chairman Hayden, Senators Bible, Byrd, Mundt, and Dworshak.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

PUBLIC HEALTH SERVICE

INDIAN HEALTH ACTIVITIES

STATEMENTS OF DR. JAMES R. SHAW, CHIEF, DIVISION OF INDIAN HEALTH, ACCOMPANIED BY HENRY V. CHADWICK, ASSISTANT EXECUTIVE OFFICER, DIVISION OF INDIAN HEALTH; GEORGE L. READ, CHIEF, CONSTRUCTION AND MAINTENANCE BRANCH, DIVISION OF INDIAN HEALTH; ALBERT H. STEVENSON, CHIEF, ENVIRONMENTAL SANITATION BRANCH, DIVISION OF INDIAN HEALTH; DR. JAMES V. LOWRY, CHIEF, BUREAU OF MEDICAL SERVICES; DR. JOHN D. PORTERFIELD, DEPUTY SURGEON GENERAL; AND LOYAL C. FISHER, DEPUTY DEPARTMENT BUDGET OFFICER

JUSTIFICATIONS

Chairman HAYDEN. The committee will come to order.

The budget estimate for Indian health activities in fiscal year 1963 is $55,834,000. This is $2,557,000 more than the amount available in fiscal year 1962, including a supplemental appropriation of $267,000 for wage board increases. The justifications for this estimate will be placed in the record.

(The justifications referred to follow:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, PUBLIC HEALTH SERVICE

Indian health activities—Amounts available for obligation

	1962	1963
Appropriation	$53,010,000	$55,834,000
Transferred to "Operating expenses, PBS, GSA"	−44,427	
Appropriation adjusted	52,965,573	55,834,000
Supplemental required for wage board increases proposed for separate transmittal	267,000	
Applied to contract authorization	−435,330	−435,330
Contract authorization	435,330	
Total obligations	53,232,573	55,398,670

Obligations by activity

Activity	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Amount	Positions	Amount	Positions	Amount
Indian health activities:						
Hospital health services	4,273	[1] $32,746,000	4,293	$33,409,670	+20	+$663,670
Contract patient care	2	9,768,000	2	10,700,000		+932,000
Field health services	1,027	9,221,573	1,085	9,787,000	+58	+565,427
Administration	154	1,497,000	154	1,502,000		+5,000
Total obligations	5,456	53,232,573	5,534	55,398,670	+78	+2,166,096
Applied to contract authorization		+435,330		+435,330		
Contract authorization		−435,330				+435,330
Add amounts transferred to PBS, GSA		+44,427				−44,427
Appropriation estimate		[1] 53,277,000		55,834,000		+2,557,000

[1] Includes $267,000 for wage board increases for which a supplemental estimate is proposed for separate transmittal.

Obligations by object

	1962 estimate	1963 estimate	Increase (+) or decrease (−)
Total number of permanent positions	5,456	5,534	+78
Full-time equivalent of all other positions	59	59	
Average number of all employees	5,277	5,349	+72
Number of employees at end of year	5,457	5,531	+74
11 Personnel compensation:			
Permanent positions	$28,133,312	$28,469,612	$+336,300
Positions other than permanent	322,900	323,000	+100
Other personnel compensation	1,569,788	1,589,388	+19,600
Total personnel compensation	30,026,000	30,382,000	+356,000
12 Personnel benefits	2,569,000	2,614,000	+45,000
21 Travel and transportation of persons	1,629,000	1,671,000	+42,000
22 Transportation of things	745,000	785,201	+40,201
23 Rent, communications, and utilities	1,539,573	1,621,000	+81,427
24 Printing and reproduction	67,000	67,000	
25 Other services	11,144,000	12,293,000	+1,149,000
Services of other agencies	513,000	514,000	+1,000
26 Supplies and materials	5,065,000	5,431,277	+366,277
31 Equipment	772,000	863,192	+91,192
Subtotal	54,069,573	56,241,670	+2,172,097
Deduct quarters and subsistence charges	837,000	843,000	6,000
Total obligations by object	[1] 53,232,573	55,398,670	+2,166,097

[1] Includes $267,000 for wage board increases proposed for later transmission. Excludes $44,427 transferred to Public Buildings Service, General Services Administration (object 23).

Summary of changes

1962 appropriation	$53, 010, 000
Liquidation of 1961 contract authorization	−435, 330
1962 contract authorization (for 1963)	435, 330
1962 supplemental	267, 000
Transfer to PBS, GSA	−44, 427
1962 available for obligation	53, 232, 573
1963 appropriation request	55, 834, 000
Liquidation of 1962 contract authorization	−435, 330
1963 available for obligation	55, 398, 670
Net change requested	+2, 166, 097

DECREASES

Savings resulting from conversion of hospital at Poplar, Mont. (31 positions)	−238, 000
Anticipated wage board increases reflected in 1962 requirements but not budgeted for in 1963	−147, 000
Elimination of contract authorization	−435, 330
Total decreases	−820, 330

INCREASES

A. "Built-in":	
Statutory salary increases (hospital health $80,000; field health $33,000; administration $5,000)	118, 000
Increases in FICA tax requirements (hospital health $6,000; field health $3,000)	9, 000
Subtotal, "Built-in"	127, 000
B. Program increases:	
1. Hospital health services:	
(*a*) Increase for upgrading quality of care; to maintain and seek accreditation of hospitals; increased workload and change of average daily patient load compositions (51 positions which includes 31 positions reprogramed from Poplar)	565, 000
(*b*) Increase for maintenance and repair program for all facilities	283, 000
(*c*) Increase to cover advance purchases for Alaska	550, 000
2. Contract patient care: Increases for contractual services with hospitals and physicians	932, 000
3. Field health services: Increases for expansion of present program	529, 427
Subtotal, program increases	2, 859, 427
Total increases	2, 986, 427
Total change requested	+2, 166, 097

* * * * * * *

Funds in the amount of $55,834,000 are requested for fiscal year 1963 to provide medical care and public health services for approximately 380,000 Indian and Alaska native beneficiaries. In 1963, services will be provided directly by the Public Health Service through a system of 50 hospitals, and through field helath installations and outpatient field stations, and at Indian schools. Where it is to the advantage of the Indians served or where the Public Health Service facilities are limited, inadequate or altogether lacking, services are provided through contractual arrangements with non-Federal hospitals, private physicians and dentists, and State and local health and welfare agencies.

To meet the increasing demand and need for curative and preventive health services, and to treat the backlog of disabilities and crippling conditions uncovered

through case finding and expanded diagnostic services, thereby helping to achieve the goal of the program—a level of Indian health comparable to that of the general population, it is requested that $55,834,000 be made available in 1963 for Indian health activities. This will provide for general program expansion of $2,166,097 over the 1962 level, and will permit liquidation of the obligations incurred in 1962 for purchase of a supply inventory necessary to support the Alaskan activities.

The 1961 experience for utilities and several other items of a mandatory nature of expense exceeded the level anticipated in the 1962 budget. These increased costs resulted in a net loss of 48 positions that were contained in the 1962 appropriation. The 1963 budget request restores these 48 positions and provides for 30 additional positions; however, the average employment in the 1963 budget reflects no increase over the level originally contained in the 1962 appropriation.

There follows a discussion by activity.

Hospital health services

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Personnel compensation and benefits	4,273	[1] $24,796,000	4,293	[2] $24,864,000	+20	[2] +$68,000
Travel and transportation of persons		779,000		796,000		+17,000
Transportation of things		561,000		589,201		+28,201
Rent, communications, and utilities		1,213,000		1,257,000		+44,000
Printing and reproduction		21,000		21,000		
Other services		1,438,000		1,596,000		+158,000
Supplies and materials		4,142,000		4,449,277		+307,277
Equipment		550,000		595,192		+45,192
Deduct quarters and subsistence charges		−754,000		−758,000		−4,000
Total obligations		32,746,000		33,409,670		+663,670
Applied to contract authorization		+435,330		+435,330		
Contract authorization		−435,330				+435,330
Add amount transferred to PBS, GSA		+17,000				−17,000
Appropriation estimate		32,763,000		33,845,000		+1,082,000

[1] Includes $267,000 for wage board increases for which a supplemental estimate is proposed for separate transmittal. Wage board increases occurring in 1962 are estimated to total $369,000. Through the application of anticipated savings of $102,000 during the year, it will be necessary to request only $267,000 for this purpose.

[2] Excludes $147,000 required in 1963 for unbudgeted wage board increases.

The Hospital Health Services request of $33,845,000 includes $435,330 for liquidation of 1962 contract authority obligated in 1962 for the 1963 program, and an increase of $663,670 in new program over 1962, providing (1) for the operation of 50 Public Health Service Indian hospitals including outpatient clinics, (2) for the practical nurse training program, and (3) for the maintenance of the complete Indian health plant consisting of hospitals, health centers, and stations, school clinics, and staff quarters. It reflects the conversion during fiscal year 1962 of the Indian hospital at Poplar, Mont., and Shawnee, Okla., (originally scheduled for conversion by beginning of fiscal year 1962); it further provides for the opening and full operation of the new 36-bed replacement hospital at San Carlos, Ariz., scheduled for opening in 1962.

The program increase for 1963 is requested for (1) a change of workload as follows: (*a*) an increase of 25,550 patient days, (*b*) substitution of 16,425 general patient days for a like number of tuberculosis patient days, (*c*) an increase of 19,000 outpatient visits; (2) opening and operation of San Carlos hospital; (3) increased staffing requirements; (4) maintenance and repair costs for physical facilities which have been added since transfer of the program to the Public Health Service, and to reduce the backlog for other facilities; (5) equipment needs; (6) statutory promotions and increased FICA requirements; and (7) funds to be applied for 1964 advance purchases in Alaska.

The anticipated increase in admissions (estimated 5,100 in 1963 over 1962 and continuing rising demands for therapeutic and preventive services in the outpa-

tient clinics of hospitals (estimated increase of 19,000 visits in 1963) will require increases for personal services, drugs, laundry, medical and subsistence supplies.

Personnel compensation and benefits

An increase of $68,000 is proposed for this purpose in 1963. Through adjustment for closure of the Poplar hospital and with provision during 1963 for support of wage board presently unbudgeted, it will be possible to provide 20 additional positions and utilize the 22 Poplar positions in other vital program areas.

The opening and full operation of the new replacement hospital at San Carlos, Ariz., together with increased workload of inpatient days and outpatient visits at this and other DIH hospitals makes necessary the gross position increase of 51. With the closure of Poplar, Mont., hospital in 1962, 31 positions are available for utilization in other hospitals.

Fifteen of these 51 positions will be required at the new San Carlos hospital and the balance of 36 will be assigned to other hospitals on the basis of increased workload or special operating requirements. A listing of these supportive personnel follows: 20 nursing personnel, 20 dietetic assistants, 7 medical record personnel, 1 pharmacy officer, 1 medical social worker, and 2 maintenance workers.

After adjusting the total hospital health employment for the area office and outpatient activities, the request for 1963 provides for a total of 3,391 man-years for hospital inpatient activities. Based on the 1963 esimated average daily patient load of 2,320, the overall employee per patient ratio is 146 employees per 100 patients.

By comparison, the AHA Hospital Guide Issue (dated August 1, 1961) shows that voluntary short-term general hospitals, all sizes, reported an average of 232 employees per 100 patients. It should be noted that the ratio for Public Health Service Indian hospitals includes physicians while the ratio cited for voluntary general hospitals excludes physicians. Also that the majority of the Indian hospitals are of a very small bed capacity having a very acute patient load wirh a relatively large pediatric load.

Travel and transportation of persons

An increase of $17,000 is requested for (1) increase in patient and escort travel resulting from the estimated increase in hospital loads and admissions, and (2) increased staff.

Transportation of things

The increase requested of $28,201 includes (1) $10,000 to cover additional shipment of household goods, supplies and equipment resulting from requested program increase; (2) $17,000 for the increased maintenance and repair program discussed below; and (3) $1,201 for advanced procurement authority also discussed below.

Rent, communications, and utilities

The increases requested under this category include $10,000 for communications and $34,000 for utilities. This slight increase for communications is required as a result of the installation of modern communications systems at the new and modernized hospitals. Utility increases are required as a result of additional hospital floor space and additional reimbursements to Bureau of Indian Affairs for heat, light and power.

Other services

The increase of $158,000 for this object of expense includes $138,000 for the maintenance and repair program. The balance of $20,000 is requested for laundry service to cover additional requirements for the increased average daily inpatient and outpatient loads.

Supplies and materials

The increase requested ot $307,277 is comprised of (1) $102,000 for the maintenance and repair program; (2) $103,277 for advance procurement; and (3) $102,000 for the following: (*a*) drugs and medical supplies, $45,000; (*b*) subsistence, $26,000; (*c*) fuel, $10,000; and (*d*) all other supplies, $21,000. These increases are necessary to cover the additional average daily patient load and outpatient workloads.

Drugs costs are computed on the basis of $0.45 per inpatient day and $0.75 per outpatient visits. Medical supplies are computed on the basis of $0.55 per inpatient day and $0.35 per outpatient visit. Subsistence costs are computed on the basis of $0.97 per ration for U.S. hospitals and $1.06 per ration for Alaska.

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Equipment

The requested increase of $45,192 includes (1) $26,000 for the maintenance and repair program; (2) $10,192 for advance procurement; and (3) $9,000 for equipment for additional personnel requested in this estimate.

Quarters, subsistence, and laundry

An anticipated increase in quarters, subsistence, and laundry deductions of $4,000 will offset the above increases.

Maintenance and repair, increase of $283,000

The request for fiscal year 1963 in the amount of $1,310,000 represents an increase of $283,000 over the 1962 level.

Since the transfer of health facilities to the Public Health Service in 1955, the gross square footage of structures has increased by over 42 percent, or about 1,335,000 square feet to a total in excess of 4,460,000 square feet. However, funds authorized for the maintenance and repair program have remained practically constant since 1956. The increase includes approximately 220,000 square feet of housing consisting of World War II surplus prefabricated housing moved from Camp Pickett, and similar housing relocated by the Public Health Service as a temporary measure.

A large number of the buildings are very expensive to maintain. Of the total square footage, 26 percent is for Alaska.

Approximately 17 percent of the square footage is over 30 years old.

Approximately 60 percent of the square footage is over 20 years old.

The $1,310,000 requested is not only for the regular maintenance of structures and for roads, walks, grounds, sewer systems, water distribution systems, sewage and water treatment plants and other utilities, but is needed to help reduce the large backlog of deferred repairs.

Advance purchases, increase of $114,670

Fifty-eight Statutes, page 266, and title 42, United States Code, section 2001, provide obligating authority for advance purchases for Alaska. Thus, for example, in fiscal year 1962 obligations would be incurred against the 1963 anticipated appropriation. This procedure requires apportionment of funds prior to the actual appropriation, and complicates the format of the budget and fiscal reports.

In order to eliminate the necessity for requesting advanced authority, $550,000 is included in the 1963 estimate.

Summary of changes

	Positions	Amount
Decreases:		
Savings resulting from hospital conversion at Poplar	−31	−$238,000
Elimination of contract authorization		−435,330
Anticipated wage board increases reflected in 1962 requirements but not budgeted in 1963		−147,000
Total decreases		−820,330
Increases:		
Mandatory items:		
Statutory salary increases		80,000
Increase for FICA rate increase		6,000
Program increases:		
Maintenance and repair increases		283,000
Increase for advance purchases		550,000
Increase for hospital operations—includes reprograming of Poplar funds and positions	51	565,000
Total increases	51	1,484,000
Net increases	20	663,670

Contract patient care

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Personnel compensation and benefits	2	$17,000	2	$17,000		
Travel and transportation of persons		218,000		208,000		−$10,000
Rent, communications, and utilities		11,000		12,000		+1,000
Printing and reproduction		2,000		2,000		
Other services		9,305,000		10,245,000		+940,000
Supplies and materials		215,000		216,000		+1,000
Total, contract patient care		9,768,000		10,700,000		+932,000

There follows a table by major category of cost.

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Contract hospitalization		$6,322,000		$7,050,000		+$728,000
Patient and escort travel		250,000		265,000		+15,000
Professional field supervision	2	20,000	2	20,000		
Physicians' services		2,146,000		2,300,000		+154,000
Dental services		355,000		380,000		+25,000
Other costs		675,000		685,000		+10,000
Total obligations		9,768,000		10,700,000		+932,000

The contract patient care program is an essential element in the total medical care program for Indian and Alaska native beneficiaries. It provides the mechanism whereby under contractual arrangements community hospitals, private physicians, and dentists render hospital, medical, and dental care services not available through our direct program. This permits extension of medical care services to areas which could not practically or economically be provided through direct program. Indian beneficiaries of the program are widely scattered and frequently live in small groups near non-Indian communities having adequate health sources available. Rather than provide medical care services at high cost through a direct program, services are purchased through the contract program. Further, there is a need for specialized diagnostic and therapeutic services which cannot be provided in many of our small hospitals at a reasonable cost. Contract funds are also required to provide for emergency hospitalization and medical care in situations where a Public Health Service Indian hospital is not readily accessible. As the Indian health program of the Public Health Service does not include operation of psychiatric facilities, all psychiatric care is provided under the contract patient care program.

As a matter of policy in locations reasonably close to our Indian reservation populations, the Service attempts to utilize community medical care services when they are available and adequate in quantity and quality to meet the special needs of Indians and when such services will be accepted by our Indian beneficiaries. Use of community facilities is an important step in the acculturation process since it permits the Indian to familiarize himself with and utilize community services and at the same time give the community an opportunity to understand and adjust to the special health needs of Indians. The Public Health Service plans to further extend the use of community medical services in meeting Indian health needs.

The appropriation in 1962 for the contract patient care program provides a $500,000 increase over the President's budget. This increase was allowed for treatment of nonemergent cases. These funds are being used as indicated by the Congress.

For fiscal year 1963, it is planned to further shift the emphasis in contract patient care from purely emergency care that fund limitations have imposed on

this activity to a more comprehensive program which will provide hospital and medical care for the type of cases which have been classified as being nonemergent.

Secondly, it will also be necessary to readjust the program in consideration of the new and modernized hospitals of the direct operations. To a certain degree these new and modernized facilities will be able to adequately serve cases heretofore required to be covered by the contract patient care program. However, referrals of more complicated cases developed through these direct facilities will require more highly specialized and more costly contract services.

Thirdly, those medical areas involving specific disease problems will be expanded. The mastoid problem, crippling conditions, and sight difficulties are examples of the special projects requiring more attention in this year.

For these purposes contract funds in the amount of $10,700,000 are requested in fiscal year 1963 representing an increase of $932,000 over the fiscal year 1962 requirements.

A table reflecting the distribution of funds, patient loads, and per diem for fiscal years 1962 and 1963 follows.

Contract patient care

	1962 estimate			1963 estimate		
	Average daily census	Rate	Amount	Average daily census	Rate	Amount
Hospitalization:						
General	462	$28.14	$4,745,200	495	$30.11	$5,440,000
Tuberculosis	200	15.47	1,129,300	190	16.30	1,130,400
Neurophsychiatric	225	5.45	447,500	225	5.84	479,600
Total	887		6,322,000	910		7,050,000
Patient and escort travel			250,000			265,000
Professional field supervision			20,000			20,000
Physicians' services (inpatient fees, office visits, consultation services)			2,146,000			2,300,000
Dental services (emergency services dental laboratory, prosthesis)			355,000			380,000
Other costs (laboratory and X-ray services, pharmaceutical, proprietary drugs for inpatients and outpatients, prosthesis, and burials)			675,000			685,000
Total			9,768,000			10,700,000

There follows a discussion of each change by major item of cost reflected in the 1963 estimate:

General hospitalization, increase of $694,800

An increase of $694,800 is requested for general patients. An estimated average of 495 general medical and surgical patients will be hospitalized in 1963, representing 33 more than the estimate for 1962. It is anticipated that 15 of the 33 increase will result from the anticipated conversion of the Poplar Hospital. Because of fund limitations, current and prior-year patient loads have been restricted to lifesaving emergencies and, consequently, a backlog of casesneeding hospitalization for elective chronic and rehabilitative conditions has been built up. Unless service is furnished within a reasonable time, these elective conditions will develop into acute emergencies. The $500,000 which was added by Congress to the 1962 request will provide in part for the surgical cases which have hitherto been deferred as nonemergent. The projected need for funds to continue to care for deferred surgical cases, the need for concentration on the reconstructive rehabilitation cases, and the chronic electives noted, plus an anticipated rate increase will require the additional funds requested for 1963. The estimate for 1963 provides for an average daily patient cost of $30.11, which is an increase of 7 percent over, 1962. Current experience shows increased costs in 1961 over 1960 of approximately 7 percent, which is the basis for the 1962 and 1963 projections.

Tuberculosis hospitalization, increase of $1,100

An increase of $1,100 is requested for tuberculosis patients. It is estimated that an average of 190 tuberculosis patients will be hospitalized in 1963, which is 10 less than the estimate for 1962. The fund increase of $1,100 as related to a decreased average daily patient load is attributable to an anticipated $0.83 or

5-percent increase in the per diem rate in 1963 over 1962. The estimate for 1962 provides for a 5-percent increase in per diem rate over the 1961 experience. The 5-percent increase for both 1962 and 1963 is considered quite conservative in that the 1963 experience over 1960 was 11 percent. The rate increase in 1962 and 1961 is further justified by having a fewer number of patients. The contracts for tuberculosis patients are negotiated on a sliding scale whereby less patient volume results in higher per diem costs.

Neuropsychiatric hospitalization, increase of $32,100

An increase of $32,100 is requested for neuropsychiatric patients. It is estimated that an average of 225 neuropsychiatric patients will be hospitalized in 1963, which is at the same level as estimated for 1962. The increase in funds is attributable to an anticipated $0.39 or 7-percent increase in the per diem rate in 1963 over 1962. The estimate as presented for 1962 provides for a 7-percent increase in per diem rate as compared with the 1961 experience. The 7-percent rate increase for both 1962 and 1963 is considered conservative in that the 1961 experience over 1960 was 11 percent. Care of psychiatric patients is provided entirely through contractual arrangements as the Division of Indian Health has no facilities to care for this category of patient.

Patient-escort travel, increase of $15,000

An increase of 33 general medical and surgical patients per day in 1963 will require an estimated additional $15,000 for patient and escort travel. Careful attention to methods of transportation of the planned movement of patients as against the primarily emergency transportation heretofore required is expected to assist in containing this cost item within the amount requested.

Physicians' services, increase of $154,000

Physicians' services through contractual arrangements are funded under this activity. Funds budgeted under this item are for payment for services rendered by high cost specialists and consultants for hospitalized cases as well as for reimbursement for emergency and routine office, home, and other outpatient care. The request for additional funds of $154,000 reflects rising costs of medical care.

Dental services, increase of $25,000

In areas where it is not practical to provide dental services by direct operation and where it is possible to obtain the services of private dentists, emergency dental care for children and adults and limited preventive care for children has been provided through the contract program. Current evaluation of need indicates that increasing costs will necessitate an additional amount of $25,000 to maintain current program levels and provide adequate care on even a limited basis.

Other costs, increase of $10,000

The services funded under this item include laboratory and X-ray, drugs, antibiotics, medical supplies, prostheses and burials as well as those ancillary services such as physical therapy and rehabilitation and other treatment services not provided personally by a physician. An increase of $10,000 is requested.

Field health services

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Personnel compensation and benefits	1,027	$6,506,000	1,085	$6,834,000	+58	+$328,000
Travel and transportation of persons	--------	543,000	--------	578,000	--------	+35,000
Transportation of things	--------	175,000	--------	187,000	--------	+12,000
Rent, communications, and utilities	--------	284,573	--------	321,000	--------	+36,427
Printing and reproduction	--------	27,000	--------	27,000	--------	--------
Other services	--------	878,000	--------	930,000	--------	+52,000
Supplies and materials	--------	685,000	--------	743,000	--------	+58,000
Equipment	--------	206,000	--------	252,000	--------	+46,000
Deduct quarters and subsistence charges	--------	−83,000	--------	−85,000	--------	−2,000
Total, field health services	--------	9,221,573	--------	9,787,000	--------	+565,427

Field health services consist of comprehensive public health services including sanitation services, dental services, public health nursing, health education, and field medical services, all based on ambulatory medical care and modern preventive health measures. These field activities are necessary if we are to raise the level of health among Indians which, because of isolation, insanitary conditions, lack of understanding of health and modern health practices and lack of medical care resources, is considerably below that in the general population.

In order to make the services available to the Indians, in their widely scattered homes or in their small isolated communities, it is necessary to locate the health centers and stations through which the services are provided in the same remote areas.

Many field facilities are staffed only part time by traveling teams of medical and allied health personnel providing diagnostic, curative, and preventive health services. Some specialists are available to provide maternal and child health services and consultation in such fields as communicable diseases, congenital and orthopedic afflictions and eye diseases.

This program provides case finding, diagnosis, and treatment in the field and followup on previously hospitalized cases. These services provide a base for encouraging the acceptance in the field and in the home of the allied preventive health services. In addition, contracts are negotiated with State and local health departments to provide public health services in those situations in which such services are available for purchase and in which it is not practical to provide them directly.

Funds and positions for the five major subactivities under "Field health services" follow:

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Sanitation services	163	$1,438,000	163	$1,448,000		+$10,000
Dental services	186	1,527,000	196	1,629,000	+10	+102,000
Public health nursing	179	1,514,000	190	1,592,000	+11	+78,000
Health education	51	483,000	51	483,000		
Field medical services	448	4,259,573	485	4,635,000	+37	+375,427
Total	1,027	9,221,573	1,085	9,787,000	+58	+565,427

There follows a discussion by each subactivity.

Sanitation services (increase of $10,000)

Gross insanitary conditions and practices in the Indian home and community continue to be a major cause of the high incidence and death rate from preventable diseases, particularly among infants. Although increased attention to this problem has been shown by the Indian people, lack of proximate safe water supplies for domestic use; improper and often nonexistent facilities for satisfactory disposal of wastes; overcrowded and poorly constructed housing; and environmental conditions conducive to stimulation of insect and rodent problems continue to exist. These conditions are in large measure responsible for diseases such as infant diarrhea and dysentery, respiratory ailments, and infectious hepatitis which continue to be a significant patent load at the Public Health Service Indian hospitals, contract facilities, and clinics as well as the cause of sporadic epidemics on Indian reservations.

Following enactment of Public Law 86-121, the Indian Sanitation Facilities Act, a coordinated tribal-Federal attack on the correction of gross deficiencies in domestic and community water supplies, waste disposal systems, and other essential sanitation facilities has been carried out. Indian participation is obtained in project planning, in project execution, and in assumption of responsibility for operation and maintenance of completed facilities. This has resulted in a major shift in program emphasis; the staff time devoted to the activity is reflected by Indian acceptance and participation in the program which is being effectively demonstrated.

Engineering plans have been completed on almost all 46 projects budgeted in fiscal year 1961 and construction work is well underway on 39 projects. On the Navajo Reservation alone, 341 shallow well and spring communal water supply projects were completed this year at tribal expense under the technical direction of Public Health Service staff.

The sanitarian aid program now in its ninth year, in which Indians are trained in the basic elements of sanitation and then impart this knowledge to their own people has been productive. Seventy-four full-time aids are employed on Indian reservations. Under a contractual arrangement with the Alaska Department of Health and Welfare, 19 part-time Alaska natives are engaged in similar work in native villages.

Through the educational and technical efforts of this staff, in fiscal year 1961, individual Indian families and groups were motivated and assisted in obtaining improvement and installation of 1,651 domestic water sources, 774 water storage facilities, 1,439 sanitary pit privies or individual sewerage systems at Indian homes and gathering points, and 1,078 refuse disposals facilities.

Also, comprehensive surveys were made at 9,962 Indian homes. More than 1,200 health nuisances were investigated and some 652 were abated. Fly control demonstration work was carried out on 7,268 Indian premises, with emphasis on shift of responsibility for this activity to individual families and communities. About 200 insect breeding places and rat harborages were eliminated. Sanitation films were shown and demonstrations given at 1,211 public meetings and ceremonials attended by 87,702 Indians.

Tribal governing bodies have shown an increased interest in the adoption of sanitary codes applicable to conditions on Indian reservations. Professional sanitation staff has assisted in the development of these codes and in the provision of sanitary inspectional services at trading posts and other establishments serving Indian populations. Environmental health surveys are made on the adequacy of sanitary facilities and practices related to the operation of schools, hospitals, and other installations serving the Indian people. Food sanitation training courses were conducted for staff at such facilities.

The appropriation in 1962 for the sanitation activity provided an $80,000 increase over the President's budget to provide staff and related expense to implement projects made possible by the $1 million increase allowed in the construction budget for sanitation projects. This $80,000 increase is being used to finance these positions.

The increase of $10,000 requested for 1963 is primarily for mandatory increases.

Funds are included for one replacement passenger-carrying vehicle.

Dental services, increase of $102,000 and 10 positions

During fiscal year 1961, 83,515 patients received 324,563 dental treatments for an average of 3.9 per patient. Of an estimated 380,000 beneficiary population approximately 22 percent received 54.1 percent of their required dental care. This program has been carried on with a dentist to beneficiary population ratio of 1 to 4,268. The deplorable oral health conditions of these people are largely due to their lack of understanding of the measures that may be taken to prevent dental disease plus the fact that dental care is frequently not attainable except at great sacrifice. These figures, when translated into pain, suffering, and disfiguration, indicate the results of continual neglect of conditions that might be prevented.

Over the last 6 years there has been an appreciable expansion in the quantity and quality of corrective, preventive, and educational services. During fiscal year 1961, more than 12,500 children received preventive services in the form of topical fluoride applications. Dental health information was disseminated at an impressive rate considering the difficulty inherent in such a program, the size of the staff, and the lack of dental health education specialists. A marked increase in effective preventive and oral health education measures must be directed toward the preschool, school-age children and young parents. The dental hygienist with a degree in education will most effectively and economically provide such services.

The above is a clear indication of the large volume of dental care being rendered and of the tremendous amount of unmet needs. In view of these needs, an increase in funds of $102,000 over fiscal year 1962 is requested for fiscal year 1963. The proposed increase is to cover 10 additional positions for the provision of corrective, preventive, and educational services.

The 10 positions include 4 dental officers to provide dental services on an itinerant basis in remote areas, to augment the staffs of certain facilities where the present staffing is inadequate numerically, and to inaugurate and carry on a preventive and corrective orthodontic program.

Four dental assistants are included within the 10-position figure. One will be assigned to each of the four new dental officers. One position of dental hygienist is requested to coordinate and offer consultation for the preventive and oral health education program and one clerical position is also requested.

Funds are included for one replacement passenger-carrying vehicle.

Public health nursing, increase of $78,000 and 11 positions

Public health nurses with their special preparation and experiences bring competencies and technical skills which no other discipline can provide as efficiently. Moreover, they support and increase the effectiveness of all other services in the Indian health program. Public health nurses in the Indian health program are distinctive in that much of their work takes place in the homes of Indians. Working closely with family units, public health nurses develop strong relationships based on confidence and deliverance of nursing care. In this media they become highly effective in helping Indians to understand the principles of healthful living and learn how to apply them.

In addition to nursing in homes, clinics, schools, and health centers they teach and counsel individuals and groups. In all phases of their work emphasis is placed on the prevention of disease, the promotion of health, and rehabilitative measures. A major mission is to increase the competency of the individual, the family, and the community to more adequately participate in the resolution of their own health problems.

The increase requested for 1963 provides for 11 additional positions including 2 public health nurses, 3 clerks, and 6 trained Indian practical nurses. The trained Indian practical nurses bring to the program a group of workers already adjusted to various Indian cultural patterns, and aware of the health problems of their own people. These attributes can be effective forces in attacking health problems and in improving health conditions of Indian beneficiaries.

This minimum number of nursing personnel will help stregthen and realine the public health nursing program to accelerate services in connection with accident prevention, mental health, school health, maternal and child care, crippled children services, rehabilitation, trachoma and tuberculosis control, to provide followup nursing care to patients discharged from hospitals including contract facilities, and to expand nursing services into locations not now being served.

This increase is required to provide more constant and adequate nursing services on a more equitable population basis. For example, only 20 public health nurses are serving the 75,000 Navajo at a ratio of 1 public health nurse to 3,750 beneficiaries in comparison to the requirement of 1 to 1,200 beneficiaries. The supporting staff requested will relieve public health nurses of clerical and other nonnursing functions and thereby increase services in homes, schools, clinics, and health centers.

Funds are included for two new passenger-carrying vehicles.

Health education, no increase

Attention to health education is vital to achievement of improved Indian health. Since the control of disease and the improvement of health depends in a large measure on the degree of understanding and action by the beneficiaries and their leaders, it is extremely important that we provide them with knowledge of how to keep themselves healthy and to find ways for making the changes in health practices desirable and practical. This requires more than generalized information. It requires special adaptations of materials and services to the unique needs of the various Indian groups.

Health education is adapted to the numerous variations in community life, economics, language, and cultural differences which characterize the Indian people. The effectiveness of the program has been demonstrated on a number of reservations. The following steps have been taken to establish and to maintain a health education program to help the Indians contribute their share toward reversing the negative balance in Indian health:

(1) New kinds of health education services have been developed and made a part of the direct service operation at several levels; community health workers introduced in 1956 represent 34 of the 47 positions in 1962. The majority of the community health workers are of Indian descent. In Indian communities where language differences continue to be a problem, bilingual community health education aid positions were established in 1957.

(2) Educational materials directed toward diarrhea, tuberculosis, trachoma control, nutrition, and sanitation have been produced through the visual education program which was initiated on a small scale in 1958. The services have resulted in direct collaboration with tribal groups in developing specialized educational material.

Funds are included for four new passenger-carrying vehicles.

Field medical services, increase of $375,427 and 37 positions

The field medical services program provides medical care and preventive health services in facilities located as close as practicable to the widely scattered and isolated groups of Indians and Alaska natives.

The basic services consist of case finding, diagnosis, outpatient treatment, referrals for specialized care and followup on cases previously treated. In addition, some specialized clinics are held for well babies and for giving immunizations; efforts are made to provide prenatal and postnatal care to all maternity patients and infants; and special programs such as detection and outpatient treatment of diabetes are conducted.

The facilities in which these services are provided include 22 field health centers (includes Poplar), BIA boarding and day schools, and numerous health stations and locations. The health centers are staffed with full-time medical officers, nurses, nursing assistants, pharmacists, laboratory and X-ray technicians, clerical assistants, drivers-interpreters, and maintenance personnel. Medical social workers and nutritionists are among the consultants whose services are available on a part-time basis. The health centers and stations also provide office and work space as well as supporting services for other personnel such as sanitarians, public health nurses, dental officers, and community workers. The medical officer in charge of the health center coordinates the services provided by the entire staff.

Some of the BIA boarding schools have staffs and facilities for infirmary-type care but most of them have limited staff of nursing and clerical personnel only. Medical care and additional preventive health services are provided in the smaller boarding schools and many of the day schools by scheduled visits of medical officers and other health personnel from Division of Indian Health hospitals, health centers, or by contractual arrangements with medical personnel in nearby communities.

Health stations are small facilities usually with no full-time staff, in which health services are provided on schedule by itinerant teams of medical personnel. These stations are located near small groups of Indians who otherwise would be without health services or medical care except by traveling excessive distances. The schedule of services may vary from several visits a week to a health station near a busy trading post to once a year to a health station in a remote village in Alaska.

Through these facilities, the field medical services program extends preventive health services and ambulatory medical care to those beneficiaries who live beyond reasonable travel distance of hospitals or community medical resources and to more than 40,000 children in Federal (includes boarding and day schools), mission, and other nonpublic schools.

Outpatient clinic visits for therapeutic and preventive services at Indian health centers and health stations including BIA schools follow:

Actual, 1960	236,700
Actual, 1961	257,384
Estimated, 1962	[1] 241,000
Estimated, 1963	[2] 259,000

[1] Excludes Gallup and Sells which are now outpatient departments at the hospitals.
[2] Reflects conversion of Poplar to health center in 1963.

AMBULATORY MEDICAL CARE AND PREVENTIVE HEALTH SERVICES

There is an urgent need to strengthen and extend these services. Infant morbidity and mortality remain high in many areas; numerous eye and ear defects remain undiagnosed and untreated; protection against communicable and infectious diseases is far from complete; many medical emergencies occur which might be prevented by earlier detection and treatment if more field staff were available.

With the opening of new and remodeled Indian hospitals and with some increases in contract funds we now are in position to meet more of the medical needs of larger numbers of beneficiaries. Therefore, it is increasingly important that field activities be intensified; that more of the beneficiary population be medically screened; that case-finding activities be increased; that treatment be initiated before emergencies develop; that cases be referred promptly for further diagnosis or hospitalization; and that adequate followup be maintained on all cases requiring continued medical surveillance.

An increase in funds of $287,427 is requested to provide 24 additional positions including 2 medical officers, 4 nurses, 3 nurse assistants, 1 laboratory technician, 11 clerks, 2 maintenance personnel, and 1 administrative position, to provide them with supplies and means of transportation, and to equip the field facilities.

Many field facilities still lack basic items such as scales, examining tables, ophthalmoscopes, laboratory equipment, and even privacy screens. Much of the existing equipment is obsolete.

The Poplar Health Center which is planned as a field health operation in 1963 will require $88,000 and 13 positions—2 medical officers, 1 pharmacist, 1 medical social worker, 1 laboratory and X-ray technician, 2 nurses, 3 clerks, and 3 driver maintenance personnel.

NUTRITION

The possible improvement in the level of health of Indians is in direct proportion to the improvement in nutritional status which can be achieved. Poorly nourished body tissues neither resist disease nor promote health. Special emphasis needs to be directed toward correcting the existing malnutrition.

The President's program has specified the need for and importance of improving the nutritional quality of the diets of Americans, particularly those in the lower income groups. Indians and Alaska natives fall in this category. The Public Health Service Indian health program provides the only trained nutritionists available to work with Indians and Eskimos on this part of the President's program. The 1962 level of staffing is planned for 1963.

MEDICAL SOCIAL SERVICES

For many illnesses, experience has demonstrated that without a resolution of medical social problems there are both reduced effectiveness and increased costs of medical care. To assist in the reduction of critical Indian health problems such as repeated hospital admissions, to preplan hospital discharges for the aged, and to arrange for rehabilitation services, medical social services are essential. Medical social workers are also helpful in the establishment of procedures whereby Indians may be assisted to utilize the services of public and special agency resources. Where there are shifts in the way medical care is to be provided, for example, from the operation of a Public Health Service Indian facility to contractual arrangements with physicians and hospitals, the medical social worker assists in the adjustment to the transition. The 1962 level of staffing is planned for 1963.

PUBLIC HEALTH CONTRACTS

In fiscal year 1961 the Division had 18 contracts with State and local health departments for public health services in those areas where services were available for purchase and where it was not practical for Division employees to provide them. The 1962 level of public health contract services is planned for 1963.

TRACHOMA

It has been demonstrated that trachoma, a disease resulting in impaired vision and blindness, has a high prevalence in several Indian groups. It can be diagnosed by trained clinicians and brought under control by proper treatment. It is now evident that we must engage in a continuing, long-term program if this disease is to be reduced to a minimum level and prevented from again spreading among our beneficiaries. The 1962 level of funds is requested to continue the clinical training for Public Health Service Indian health physicians, and to provide the necessary screening, diagnostic treatment, and followup activities.

TRAINING

The need for training is made more acute by the special health problems of the Indians. The full-time training of medical officers in Public Health Administration, the short-term training in obstetrics and pediatrics, and the training courses for other health personnel will be continued at the 1962 level.

A summary of the increased funds and the positions requested by program under field medical services follows:

	Positions	Amount
Ambulatory medical care and preventive health services (excluding Poplar)	24	$287,427
Poplar Health Center	13	88,000
Total	37	375,427

NOTE.—Funds are included for 5 replacement passenger-carrying vehicles.

Administration

	1962 estimate		1963 estimate		Increase (+) or decrease (−)	
	Positions	Net cost	Positions	Net cost	Positions	Net cost
Personnel compensation and benefits	154	$1,276,000	154	$1,281,000		+$5,000
Travel and transportation of persons		89,000		89,000		
Transportation of things		9,000		9,000		
Rent, communications, and utilities		31,000		31,000		
Printing and reproduction		17,000		17,000		
Other services		36,000		36,000		
Supplies and materials		23,000		23,000		
Equipment		16,000		16,000		
Total		1,497,000		1,502,000		+5,000

All Headquarters Division of Indian health staff required to effectively direct a widely dispersed and extremely complex health service are funded under this title. This staff includes physicians specializing in the fields of curative and preventive health programs and supporting staff engaged in such specialized fields as nutrition, medical records, medical social work, statistics, financial management, and general services. In addition to the professional and supporting staff of the Indian health activities, the construction and engineering staff coordinate the construction program, review drawings and estimates, and act as liaison between the Division of Indian Health and the Construction Branch of the Bureau of Indian Affairs. The increase of $5,000 requested for 1963 is to cover statutory promotions.

Indian health activities—New positions requested, fiscal year 1963

	Grade	Annual salary
Hospital health services:		
Medical staff assistant	GS-11	$7,571
Do	GS-9	6,448
Nurse (7)	GS-6	33,922
Nursing assistant (3)	GS-3	11,295
Grades established by act of July 1, 1944 (42 U.S.C. 207): Senior assistant		4,980
Ungraded positions at hourly rates less than $12,210:		
Dietetic assistant (5)		30,300
Maintenance craftsman (2)		16,000
Total, hospital health services (20)		110,516
Field health services:		
Medical officer	GS-12	8,965
Medical staff assistant	GS-9	6,448
Property management specialist	GS-9	6,448
Nurse (2)	GS-8	11,772
Administrative staff assistant	GS-7	5,366
Dental staff technician	GS-7	5,366
Nurse (4)	GS-7	21,464
Nurse	GS-6	4,846
Clerical assistant	GS-5	4,347
Medical staff technician (2)	GS-5	8,694
Clerical assistant (2)	GS-4	8,112
Nursing assistant (6)	GS-4	24,336
Clerical assistant (18)	GS-3	67,770
Nursing assistant (4)	GS-3	15,060
Grades established by act of July 1, 1944 (42 U.S.C. 207):		
Senior assistant (7)		46,260
Junior assistant		2,667
Ungraded positions at hourly rates less than $12,210: Custodial worker (5).		30,400
Total, field health services (58)		278,321
Total, Indian health activities (78)		388,837
Less: Lapse		−32,537
Net increase in personnel compensation		356,300

General Statement

Chairman Hayden. Dr. Shaw, you may proceed.

Dr. Shaw. Thank you, sir. I have two budgets and two statements which I will try and combine into one.

Chairman Hayden. They will be printed in the record.

(The information referred to appears on p. 832.)

Dr. Shaw. Public Law 568 of the 83d Congress charged the Public Health Service with the responsibility for providing to recognized Indian tribes and Alaska natives, the health and medical services required to raise their health status to a level comparable with that of the Nation as a whole. Additional authority was given under Public Law 151, 85th Congress, to provide financial assistance for the construction of community hospitals serving both Indians and non-Indians if in the opinion of the Surgeon General such construction would constitute a more effective way of providing hospital facilities for Indians.

The authority was further expanded in Public Law 121, 86th Congress, which authorized the Surgeon General to construct or otherwise provide and maintain essential sanitation facilities for Indian homes, communities, and lands.

OBJECTIVES OF INDIAN HEALTH PROGRAM

In endeavoring to carry out this responsibility the Public Health Service set the following objectives:

First, to elevate the level of health to a level comparable with the rest of the Nation.

Second, to conduct a program in such a way as to increase the Indian's own self-sufficiency and responsibility for his own well-being.

With the sympathetic support of Congress and the committees before whom we appear we are able to report further progress toward out mutual goal.

INDIAN POPULATION ON RESEVERATIONS

There are about 380,000 Indians and Alaska natives living on some 200 Federal reservations and several hundred village locations in Alaska. These population groups have unique health problems which stand out in sharp contrast to the remaining population.

HOSPITAL COMPLETIONS AND CONSTRUCTION

During the past year, three new hospitals were completed: A 200-bed regional hospital and medical center at Gallup, N. Mex.; a 50-bed general medical and surgical hospital at Kotzebue, Alaska; and a 38-bed general medical and surgical replacement hospital at Keams Canyon, Ariz.

Presently under construction is a 36-bed general hospital at San Carlos, Ariz. A contract was awarded in late February of this year (February 26, 1962) for architectural and engineering services to design the new 12-bed hospital at Barrow, Alaska.

Major modernizations of hospitals were completed last year at Pine Ridge and Rosebud, S. Dak. Major alterations are presently underway on hospitals at Cass Lake, Minn., Red Lake, Minn., and Fort

Defiance, Ariz., and planning has been completed on another at Bethel, Alaska. Twelve additional minor alteration projects have been completed and 12 more are under construction.

HEALTH STATIONS AND HOUSING

Eight new health stations are now being constructed, and site selection for the new health center at McLaughlin, S. Dak., has been made, preparatory to its acquisition.

Forty-nine units of southern zone housing for field personnel were completed in June 1961; 67 fiscal 1961 southern zone units were recently completed, 60 units are presently under construction, and the remaining 33 are either out for bids or scheduled for bidding in the near future.

COMMUNITY HOSPITALS

Funds appropriated by Congress under Public Law 85–151 are being used to construct three community hospitals serving both Indians and non-Indians. Two such hospitals have recently been completed.

SANITATION FACILITIES CONSTRUCTION

The sanitation facilities construction program began with an appropriation of $200,000 in 1960 for 37 emergency projects. A total of $2,550,000 was appropriated in 1961, and $3 million in 1962. These total funds have provided for 155 projects. Of these, 80 are essenially completed and 65 are in progress.

INDIAN CONTRIBUTION TO MAINTENANCE

Substantial assistance has been forthcoming from the Indians and Alaska natives in the way of labor, materials, services, and funds for construction and the maintenance of these projects. Such projects, by helping to correct gross environmental sanitation deficiencies, have proved a basic factor in raising the health level of our beneficiaries.

Despite the steady progress made in attaining the kind of physical plant needed to meet our medical responsibilities, the gap in essential facilities—both as to quantity and quality—remains unclosed.

CONSTRUCTION REQUESTS

To help remedy this situation, we are requesting funds in the amount of $9,220,000 for construction. This request includes $4 million for sanitation facilities, and funds for 3 hospitals (2 Indian and 1 community) and 20 units of personnel quarters.

An amount of $55,834,000 is requested to be appropriated for fiscal year 1963 for Indian health activities. This represents an increase of $2,557,000 which is a 4.8-percent increase over the 1962 appropriation, plus anticipated supplemental requirements for wage board increases. This will provide for general program expansion of approximately $1,500,000 over the 1962 level and funds of $550,000 to cover advance purchase of a supply inventory necessary to support the Alaskan activities thereby eliminating the necessity to obligate against future year's funds.

ADDITIONAL POSITIONS

The increase will provide for a net of 78 additional positions for hospital health and field health services; provision for an average of 23 additional patients to be treated in contract facilities, and 70 patients in Indian health hospitals; an increase in maintenance and repair funds; and $127,000 in mandatory items such as statutory pay increases.

CONTRACTUAL CARE

These increases are offset by $238,000 resulting from the conversion to contractual care at Poplar, Mont., and $147,000 for additional wage board increases authorized in 1962 and not reffected in 1963.

I will be happy to answer any questions the committee may have.

Chairman HAYDEN. This long statement I will put in the record.

(The statement referred to follows:)

STATEMENT BY CHIEF, DIVISION OF INDIAN HEALTH, ON "INDIAN HEALTH ACTIVITIES"

Mr. Chairman and members of the committee, under Public Law 568 (83d Cong.), the Public Health Service was charged with the responsibility for providing to all Indian tribes and Alaska natives recognized as Federal beneficiaires, the health and medical services required to raise their health status to a level comparable with that of the Nation as a whole. The act not only authorized administration of "all functions, responsibilities, authorities, and duties * * * relating to the maintenance and operation of hospital and health facilities for Indians and the conservation of Indian health," but it also provided that the Public Health Service could contract with private or non-Federal facilities for medical services if such an arrangement would better meet the health needs of the Indians.

Additional authority was given under Public Law 151 (85th Cong.) for the Public Health Service to provide financial assistance for the construction of community hospitals serving both Indians and non-Indians if, in the opinion of the Surgeon General, such construction would constitute a more effective way of providing hospital facilities for Indians.

A final piece of legislation, Public Law 121 (86th Cong.) authorized the Suregon General to "construct * * * or otherwise provide and maintain * * * essential sanitation facilities * * * for Indian homes, communities, and lands."

In endeavoring to carry out the Indian health program, the Public Health Service has set the following objectives: first, to provide health and medical services required to meet Indian needs not now met through other resources; second, to promote participation in the Indian health program by the Indians and Alaska natives, looking toward their eventual attainment of normal responsibility for effective management of their own health affairs; third, to encourage State and local governments to make available to their Indian citizens community health and medical care services of the same quality as those that are available to their non-Indian citizens.

Until these objectives are fully met, the Indian health program is the family physician, dentist, nurse, community hospital, and local health department for its beneficiaries. It is a total health responsibility for a group of beneficiaries with unique and severe health and medical care needs.

As we report on progress made in the 7 years since the program was transferred to the Public Health Service from the Bureau of Indian Affairs, Department of the Interior, we must first express our indebtedness to those who have helped us—the Congress, Indian and professional organizations, and the States and communities where the Indians live. Particularly gratifying has been the continued interest of the Congress, as evidenced by a genuine concern for the well-being of a group of disadvantaged Americans, by passage of supportive legislation subsequent to the transfer in 1955, and by the appropriation of requested funds.

In this report, we shall speak of further achievement in meeting our objectives and of improvement in both the quantity and quality of services we are providing. However, we cannot yet report we are satisfied that the Indians and Alaska natives in our charge have attained the level of health accepted as standard in the rest of

the population. Until we can so report, we must look to more and better services, more cooperative action with interested parties, and more time for further attack on the massive medical problem of this group of citizens.

THE INDIAN HEALTH PROBLEM

There are 380,000 Indians and Alaska natives who depend mainly upon the Indian health program for all types of health services. This beneficiary group is widely dispersed, living on some 200 Federal reservations and in several hundred locations in Alaska.

In these Indian and Alaska native populations, unique health problems are further compounded by the isolation, both cultural and geographic, which constitutes a major barrier in reaching these groups with effective medical treatment and preventive health services.

Surprising numbers of our beneficiaries do not speak English. Interpreters still fill an essential role in the program in transmitting and interpreting vital health information. Many of our patients have little or no accurate knowledge concerning the causes of disease and the measures which afford protection. Many of them adhere to an accustomed way of life and an economic base which is inimical to their health.

Comprehensive field surveys confirm that use of polluted water hauled from remote sources, insanitary outdoor waste disposal, inadequate and contaminated food, insect and rodent infestations, and dangerously overcrowded and inadequate housing are common throughout the beneficiary population. Socioeconomic conditions are depressed; the educational level, while improving, is still low.

The people served by the Indian health program comprise a young population. Nearly 60 percent of the 380,000 potential beneficiaries are under 20 years of age and the majority of these people are under 15. This compares with 38 percent under 20 years of age in the general population. Our problem therefore is concentrated in the children and their mothers in the Indian communities.

Contributing heavily to the larger proportion of young people among our beneficiaries is the increasing number of births. The Indian birth rate is now about 40 percent higher than for all races in the Nation, and in Alaska even higher. However, partly because of the still high infant mortality rate, the average age at death of the Indian is only 41 years, compared to 62 for the Nation as a whole. Among Alaska natives, the average age at death is 30.

Most illnesses and one-sixth of the deaths among our beneficiaries result from preventable communicable diseases. As a result of the gross disparities in health conditions, our Indian and Alaska native populations are about a generation behind the rest of the Nation in health status.

Preventable deaths affect all age groups. Infants, however, are especially susceptible to premature death from such diseases as gastroenteritis, diarrhea of the newborn, influenza, pneumonia, and other respiratory infections. Twenty-one percent of all Indian deaths in a single year occur among babies less than a year old. Indian babies fare as well as most other babies during the early weeks of life when they are in the hospital or just returned home. But in the period between 1 month of age and the baby's first birthday, the picture changes considerably. The death rate for Indian babies in this age group exceeds the mortality rate for infants of all races by over three times (the Alaska native rate is over five times greater). Nevertheless, the present postneonatal death rate is 40 percent lower than 5 years ago. Furthermore, the Indian infant mortality rate of about 46 per 1,000 live births is for the first times less than twice the rate for the general population, having dropped during the last decade from a rate of almost three times higher. These improvements reflect the high priority given to services for mothers and babies.

The same insanitary environmental factors which breed excessive infant morbidity and mortality also contribute to a needlessly high incidence of common infections and preventable gastroenteric diseases among the adult Indian and Alaska native population.

Today, the leading cause of death among the Indians in their homes and surrounding communities is accidents with their many other associated problems—mental health, alcoholism, and family medical-social problems. Their mortality rate from accidents is over three times that of the country as a whole.

As our beneficiaries are experiencing an increase in the average age at death (which rose from 38 years in 1955 to the present 41) and as their life expectancy rises, degenerative conditions and illnesses associated with older populations are emerging. Heart disease ranks second as a cause of death and malignant neoplasms fourth.

This gradually changing pattern in health conditions and needs calls for more intensive planning and development of activities and medical care services in such fields as congenital crippling conditions among the young as well as the aging, accident prevention, mental health, eye and ear conditions involving surgery to correct the backlog of disabilities, gastroenterology, diabetes, neurology, and rehabilitation.

Intensive case finding in the preventable diseases needs constant attention. It has been demonstrated that trachoma, a disease resulting in impaired vision and blindness, has a high prevalence in several of the Indian groups, particularly among school children. It can be disagnosed and brought under control rather quickly by proper treatment. However, there is always the likelihood of reinfection from dormanant or residual foci in the older age members of the household, particularly in the most isolated areas. We must therefore reduce this disease to a minimum level and prevent it from again spreading among our beneficiaries. Much the same problem and field approach applies to the problem of tuberculosis.

UNIQUE PROBLEMS IN HEALTH OPERATIONS

Transportation is a major problem both for the Indians and Alaska natives in need of health services, and for the health personnel providing these services. Many patients must travel long distances to our treatment facilities on foot, by motor vehicle, and in such animal-drawn conveyances as carts, wagons, and dog sleds. Considerable numbers of them must then be transported by airplane or ambulance over great distances to receive the treatment required for their medical condition. These unusual travel conditions over primitive roads and difficult terrain result in unusually high costs for these areas.

The problem of isolation in Alaska has necessitated the development of a program of regularly scheduled field clinic visits by medical teams from the area base hospital, and medical treatment by radio. Medical officers assigned to service hospitals at Barrow, Bethel, Kanakanak, Kotzebue, and Tanana regularly, on schedule, reach by radio the isolated villages within their respective hospital service areas to administer to the needs of eligible Alaskan natives residing in the area.

Schoolteachers, traders, missionaries, or State itinerant public health nurses can contact our stations and receive medical guidance and assistance. Daily such calls are received as one from Eleetmute to the Bethel Hospital to the effect that a "9-year-old boy has a 105-degree temperature, convulsions, vomiting, unable to sit up." Based on this report the medical officer may request additional information, and will make a tentative diagnosis. Sometimes, as a result of radio conversations, a physician or nurse will fly to the scene to take care of the patient and advise what remedial medical care is necessary. At other times, when reports indicate immediate hospitalization is necessary, the administrative processes required to secure transportation for the patient to the hospital are placed into motion via radio.

In the Bethel service area of approximately 100,000 square miles with an estimated native population of 10,000, only through radio medicine can the medical care program of the Public Health Service meet its objectives.

ACCOMPLISHMENTS

Despite the unusual difficulties of conducting the Indian health program, steady progress has been made in improving the health of our beneficiaries during the past 7 years.

A key factor in more and better health services has been additions to the Indian health staff—especially professional technical personnel and physicians who are specialists. Pediatricians have been added as consultants in child health to develop and direct area programs and others assigned to facilities—hospitals and school health centers. More are needed. Although other staff specialists, are gradually being added in the fields of ophthalmology, orthopedics, obstetrics. and ear, nose and throat, these areas of need are still great and not fully met. Physicians have more than doubled in numbers since 1955; staff in other specialized professional categories has increased—nutrition, health education, nursing, sanitation, pharmacy, medical social workers, dentists, etc. The need for additional specialists and technical personnel is present, especially at newly modernized or new facilities which will be completed this year, and for expanding clinic schedules at field clinic locations.

Contracts with State and local health and welfare agencies are being strengthened. Emphasis is given to broadening scope of services and integrating these services for Indian citizens as for all other citizens in the State.

The Public Health Service, through the Division of Indian Health, engages in cooperative planning and program development with the Bureau of Indian Affairs and other Federal agencies, at all levels, as well as with the Indian tribes.

Where local medical facilities are available or can be made available through joint planning and joint participation in hospital construction and equally good or better services can be provided, conversion of direct hospital operations to clinics and health centers has continued.

Of the health gains made, none has had the dramatic impact of the success in controlling tuberculosis. Mortality from tuberculosis has declined 40 percent in the last 5 years among Indians in the "lower 48" States; in Alaska, the decline has been 75 percent. Once the dread No. 1 killer among the Indians, the disease now ranks seventh as a cause of death. Its incidence is also leveling off. New methods of treatment and use of chemotherapeutic drugs have resulted in shorter hospital stay (now less than 6 months on the average) and treatment of more individuals as outpatients. Today the tuberculosis patient census in hospitals is less than 25 percent of the total, compared with 57 percent 5 years ago.

As the number of hospitalized tuberculosis patients declines, the beds are filled by waiting general medical and surgical patients. Thus the available bed space continues to be utilized, although at the higher cost necessitated by this type of patient.

Among the most rewarding demonstrations of progress has been the increased understanding and participation of the Indians themselves in health activities. Their growing acceptance of modern health practices is demonstrated through increased use of Public Health Service facilities and resources in hospitals, field health centers, and clinics, as well as in community facilities under contract. Hospital admissions, both to Division of Indian Health facilities and those under contract, amounted to 75,800 in 1961, an increase of 30 percent from 1956. Medical and surgical patients accounted for 97 percent of these admissions. Much of this increase is associated with childbirth. In 1961, almost 8,500 Indian babies were born in our hospitals, an increase of 21 percent since 1955, the year the Indian health program was transferred to the Public Health Service.

Outpatient medical and dental workloads at all hospitals and other field facilities and through contracts with private physicians and dentists have more than doubled. The number of special consultations has also increased. About 686,000 outpatient visits at hospitals for medical, therapeutic, and preventive services were recorded for 1961. This was an increase of 65 percent since 1956.

The gross and almost primitive environmental conditions and practices in many Indian homes and communities continue to be a major cause of the high incidence and death rate from preventable diseases, particularly among infants. These conditions are in large measure responsible for diseases such as infant diarrhea, dysentery, respiratory ailments, and infectious hepatitis which continue to produce a significant patient load at our hospitals, contract facilities, and clinics. In addition, they cause sporadic epidemics on Indian reservations. The need for a continuing and expanded sanitation program is further emphasized by the latest disease compilations which show gastroenteritis and dysentery to have a combined incidence rate for Indians which is about 11 times that of the general population.

Following enactment of Public Law 86-121 (the Indian Sanitation Facilities Act) in 1959, a coordinated Tribal-Federal attack was initiated to correct gross environmental deficiencies by construction of domestic and community water supplies, waste disposal systems, and other essential sanitation facilities. Indian participation is obtained in project planning and execution, and the Indians agree to assume the responsibility for operation and maintenance of completed facilities. Substantial financial support as well as labor, material, and service contributions have been made by the Indian people in the construction of sanitation facilities.

Construction of sanitation facilities for Indians under Public Law 86-121, was initiated in 1960 when $200,000 was appropriated to alleviate emergency situations. In 1961 just passed, greater strides were made toward reducing insanitary environmental conditions at Indian homes. A congressional appropriation of $2,550,000 enabled the undertaking of 46 cooperative construction projects and investigations to improve sanitation facilities for Indian homes located within 37 Indian reservations or communities in 16 States. It is significant to note that the estimated value of the participation received from the Indian people amounts to approximately 60 cents for each Federal dollar appropriated. In addition, the construction program is proving to be a stimulus to the Indian people by motivating them to improve their overall living standards, to accept responsibility

for their health needs, and to seek a better understanding of the preventive measures that are essential in a healthful home environment. As expected, this activity has broadened the avenues of approach to Indians by other paramedical staff working on the reservations, primarily due to the relationship of sanitary facilities to the many aspects of home and community life.

During the current fiscal year (1962) a total of 57 sanitary facility construction projects have been programed under the $3 million appropriated by the Congress. These cooperative projects will benefit Indians living within 41 reservations or communities in 18 States. They will provide a safe water supply, and sewerage and solid waste disposal facilities designed to benefit the Indian people.

The year 1961 saw the completion of several new hospitals, modernization and alteration at many other facilities, and improvement of outpatient clinics. The new 75-bed Shiprock, N.Mex., Hospital, completed in 1960, was in full operation with an expanded staff and increased services. The 200-bed referral medical center for the Navajo at Gallup was activated in the spring of 1961 and has about 150 patients. Recently the new and expanded replacement hospital of 50 beds at Kotzebue, Alaska, was dedicated and for the first time, obstetrical and other definitive hospital services will be available in a modern facility for this remote service area in Alaska. The new Keams Canyon (Hopi) Hospital, in Arizona, also completed during the summer of 1961, is being fully activated at the present time. The new 50-bed hospital at Sells, completed about a year ago, is in full operation.

Other major alterations and plans for reconstruction are underway at several of the 50 Public Health Service Indian and Alaska native hospitals (San Carlos, Ariz., Barrow, Alaska, Red Lake, Minn., and Crow Agency, Mont.). Small, inadequate, poorly equipped outpatient facilities at several of the hospitals are being altered and provided with more adequate auxiliary services (laboratories, public health staff offices for conferences with patients and families, medical examining rooms, and dental clinic facilities) to provide more complete and comprehensive health care to the ambulatory before the disease condition reaches a point which would require treatment as a hospital patient. This has resulted in an increasing demand for such services.

In seeking to hold the gains that we have made and to continue the program at its present level, we are faced with three factors which add to the difficulty of our task. The first of these is the relatively rapid rate at which the Indian population is increasing. Related to this is an even more rapid annual increase in the number of births in Indian hospitals.

Second, as the benefits of modern health services become more widely appreciated among Indians and Alaska natives, the demands upon the Indian health program are increased. Areas of unmet health needs—particularly in such fields as sanitation, public health nursing, nutrition, and health education—are becoming more acute. It is clear to us that the inadequate services of a few years ago no longer would be acceptable to the people who depend on these services. We are certain that their demands are far from excessive in view of their great needs. It is evidence of progress and understanding and will be to the benefit of the country as a whole that they are endeavoring to improve their health standards.

Finally, costs of providing medical services are continuing to rise. This is true for the country as a whole, and the general increases, of course, affect the operations of the Indian health program. The greatest single increase in the Consumer Price Index this year is for medical care.

FUNDS REQUESTED

An appropriation in the amount of $55,834,000 is requested for 1963. This amount represents an increase of $2,557,000 over the 1962 appropriation plus anticipated supplemental requirements for wage board increases.

The requested increase of 4.8 percent for Indian health activities over 1962 will be utilized as follows:

Hospital operations: The net increase of $1,082,000 in appropriated funds will provide: $550,000 for the advance purchase of supplies and equipment for Alaska so that shipments can be made before the winter season (advance purchases have previously been made from advanced authority from the future year's funds); $283,000 for additional maintenance and repair funds to maintain the expanded or modernized facilities; $548,000 for increased staff and related costs; and $86,000 for statutory promotions and increased social security rates. These increases are offset by $238,000 resulting from the conversion to contractual care at Poplar, Mont., and $147,000 for additional wage board increases authorized in 1962 and not reflected in 1963.

Contract patient care in the amount of $932,000 will permit an increase of an average of 23 patients over the 887 currently estimated for 1962 and $446,000 for anticipated increases in the per diem cost over 1962.

Field health services: $538,000 will provide for increases in program quality plus $36,000 for mandatory items such as statutory promotions.

Administrative activity reflects an increase of $5,000 for statutory promotions.

CONTRACT CASES OTHER THAN EMERGENCY

Dr. SHAW. Thank you, sir.

Chairman HAYDEN. Last year this committee made available additional funds for treatment of nonemergent cases under the contract patient care program. I note in your justifications that this year you plan to provide hospital and medical care to these cases which are not emergencies.

How much of your contract patient care program is planned for other than emergency cases?

Dr. SHAW. Sir, I am happy to report that the $500,000 additional funds you gave us last year did a great deal to assist us in adequate planning and care of our beneficiaries where we do not operate our own facilities and where we have to rely on contracts with local hospitals, physicians, and dentists. The $500,000 that you provided us with, plus some reprograming in the new facilities and modernized facilities in these general areas, permitted us to become almost current with the backlog of elective cases which had been deferred. We will be able through the year, continuing on the rest of this year and into 1963 to stay relatively current with the need in the field as we know it.

INDIAN NURSES

Chairman HAYDEN. I noted that some of the additional positions which you request are for trained Indian practical nurses. Are any of your Indian nurses registered?

Dr. SHAW. Yes, sir. I do not have the exact number of registered nurses that we have as such that are of Indian descent, but it is considerable; 51 percent of all of our employees are Indians.

Chairman HAYDEN. If you have that you can put in the record how many Indian women are registered nurses. I would like to have it in the record.

Dr. SHAW. Fine.

(The material referred to follows:)

The current employment of nursing personnel in the Division of Indian Health distributed between Indians and non-Indians follows:

	Indian	Non-Indian	Total program
Public health nurses	5	109	114
Hospital nurses (registered nurses)	45	737	782
Practical nurses	495	5	500
Nursing assistants	505	0	505

Dr. SHAW. All of our practical nurses, of which we have nearly 500, are registered practical nurses.

TUBERCULOSIS SITUATION

Chairman HAYDEN. You have indicated a marked improvement in the tuberculosis situation. Will you tell us again what you think is responsible for this?

Dr. SHAW. Yes, sir. The improvement in tuberculosis has been somewhat dramatic. If you would permit me I would like to take just a minute to run over the general situation with specific reference to tuberculosis.

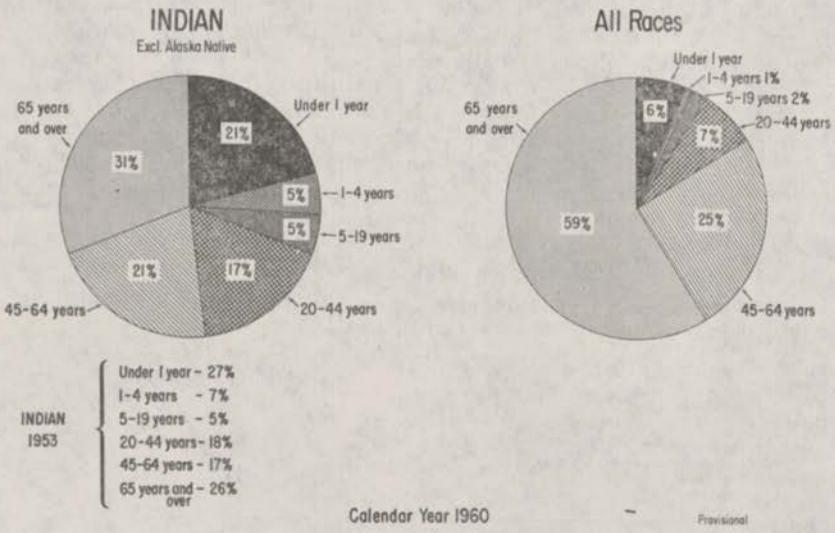
Chairman HAYDEN. Very well.

Dr. SHAW. Because it all fits into a general health pattern which has its bearing on the tuberculosis problem. These charts which I will insert in the record show the general breakdown and comparison between the Indian population and the general population.

EARLY YEAR MORTALITY

You will note here that 21 percent of all of the deaths in the Indian population occur in the first year of life and only 6 percent of the deaths in the general population occur at that time.

(Chart 1 follows:)



CHANGE IT DISTRIBUTION BY CAUSE

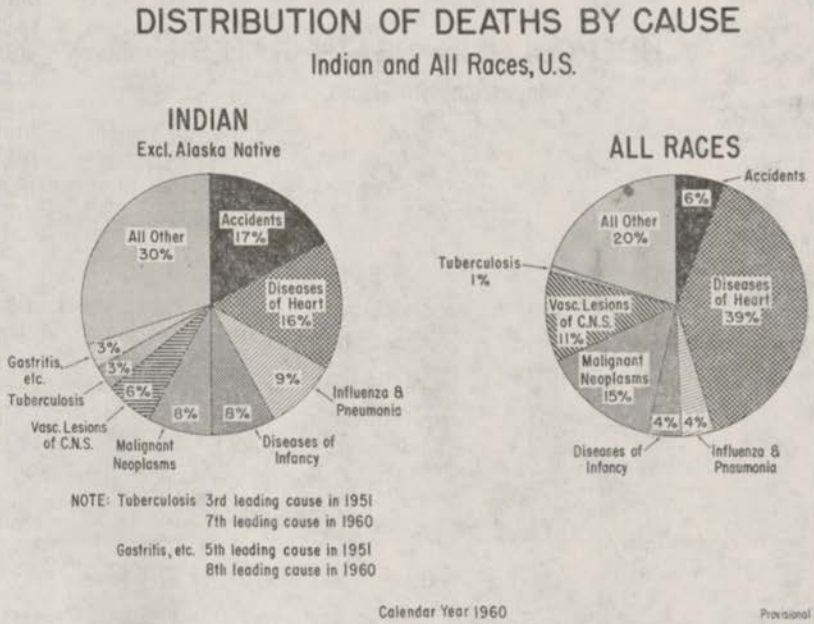
Dr. SHAW. Since the Public Health Service has had the program, we have watched this shift from 27 to 21 percent, and the deaths after 65 go from 26 up to 31 percent; so there has been a rapid shift toward the normal.

The distribution by cause has changed markedly. I am sure you remember all too well that only a few years ago tuberculosis was our No. 1 problem and No. 1 cause of death.

Chairman HAYDEN. That is right.

Dr. SHAW. There were inadequate funds and inadequate facilities of all kinds to meet the needs. Today tuberculosis is seventh in importance and provides only 3 percent of the reported deaths.

(Chart 2 follows:)



ACCIDENT RATE

Dr. SHAW. The new roads, the automobile and truck replacing the horse, the environmental hazards in the homes, storage of gasoline, and the like, have made accidents our No. 1 cause of death at present.

INFECTION RATE AMONG INDIANS

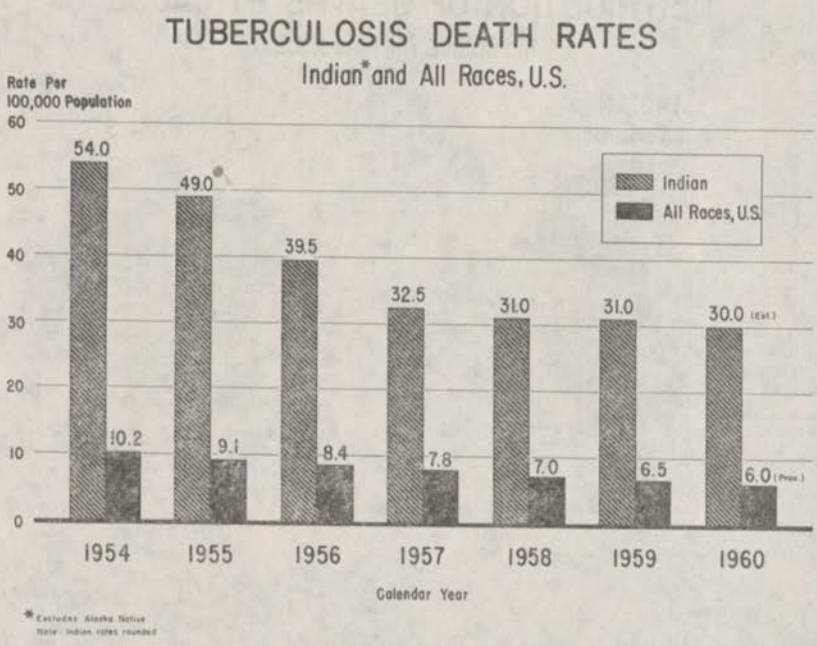
In the general population, you can see that the main cause of death is the degenerative diseases of the upper age groups while in the Indian population the infections are the important causes. This gives you a clear view of the importance of infections with some comparison with the general population, standing out in sharp contrast with the general population, and due to conditions such as tuberculosis, trachoma, pneumonia, influenza, and the like that we know how to control.

(Chart 3 appears on p. 846.)

DECREASE IN TB RATE

With specific reference to tuberculosis, since 1954, the last year the program was in the Bureau of Indian Affairs, and with the additional support available from Congress, we have had a dramatic import on the tuberculosis problem. The rate has decreased in the general Indian population in the United States from 54 down to 30, a decrease of 44 percent in that short period of time.

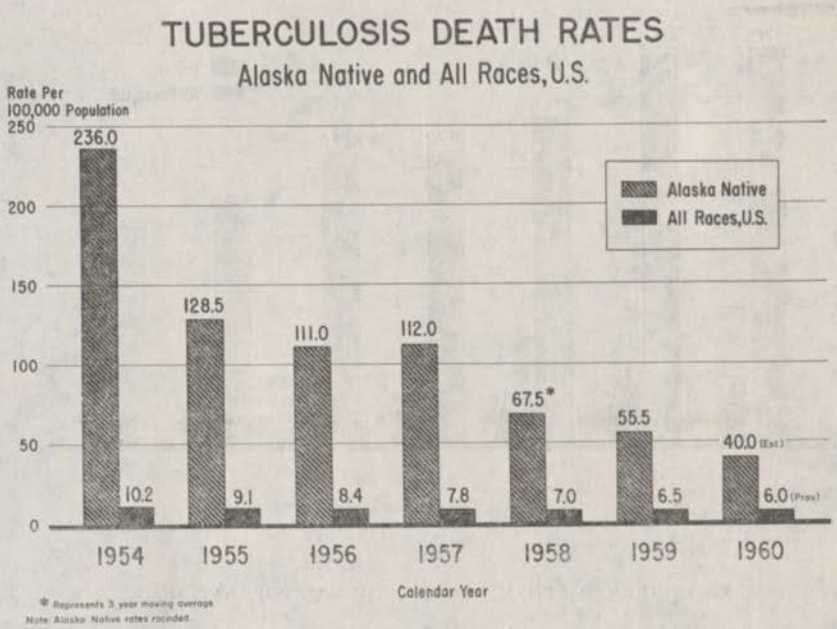
(Chart 4 follows:)



DECREASE IN ALASKA

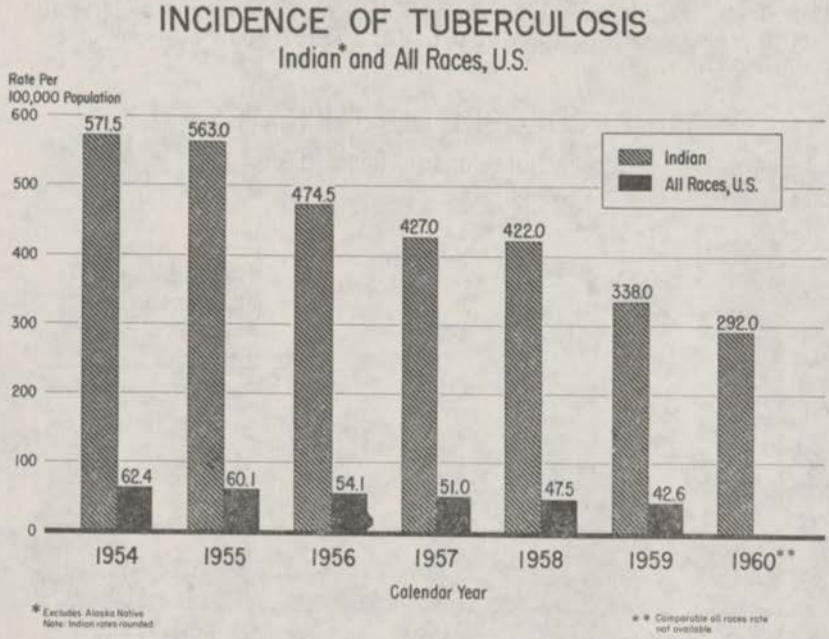
Dr. SHAW. In Alaska where the problem was even more severe, the rate has decreased from 236 down to 40, a decrease of 83 percent.

(Chart 5 follows:)



Dr. SHAW. The incidence of tuberculosis has also begun to show a dramatic effect because if you do not seed people with the organism, you do not produce disease; so that the hospital treatment of patients, isolation of active cases, and chemotheropy have started to show a marked decrease in the rate of infection in the Indian population from 571 down to 292, a decrease of 49 percent.

(Chart 6 follows:)

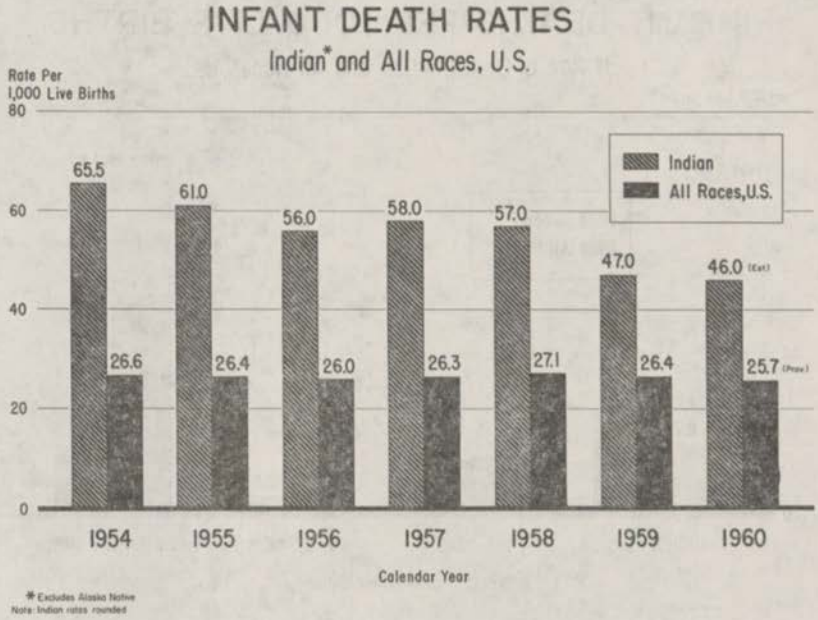


TB INCIDENCE ABOVE THAT OF NORMAL POPULATION

Dr. SHAW. This, however, is still more than seven times the normal population incidence. The infant death rate is really the segment of the population that we are most concerned about because nearly 60 percent of the Indians are less than 20 years of age. We have a birth rate of 40 compared to 24 in the general population, and briefly our problem is centered in the mothers and the babies and children, so that we are very much interested in the infant death rate and struggle at all times and at all places to reduce it.

This, too, has started to show a decrease of a significant nature, from 65.5 down to 46, a decrease of some 30 percent, and this is the first year that it has been less than twice the general population.

(Chart 7 follows:)

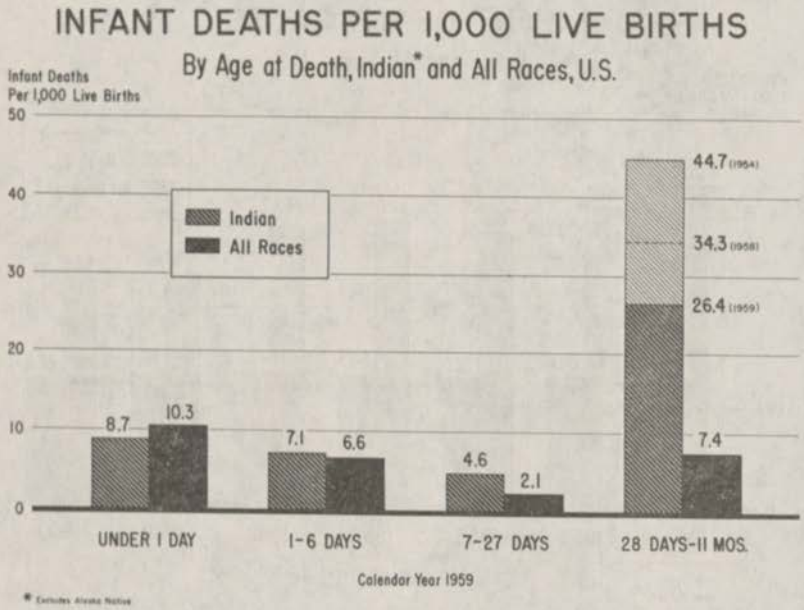


INFANT MORTALITY

Dr. SHAW. In the past, 6 years ago, it was about three times. If we take a closer look at the infant death rate, we get more closely to the point where we can pinpoint our problem. Because we have acceptance of the program, the mothers come into the hospitals for prenatal care and delivery in the hospitals so that in the first 3 weeks of life, the Indian babies do very well indeed and compare favorably with the experience in the general population; but as soon as they leave the hospital and go to their home environment, the last 11 months of the first year is where we lose the babies.

This is due to the hazards of their environment. In this segment of the problem, in 5 years we have been able to decrease that loss by 41 percent.

(Chart 8 follows:)



UNDER-1-DAY CATEGORY

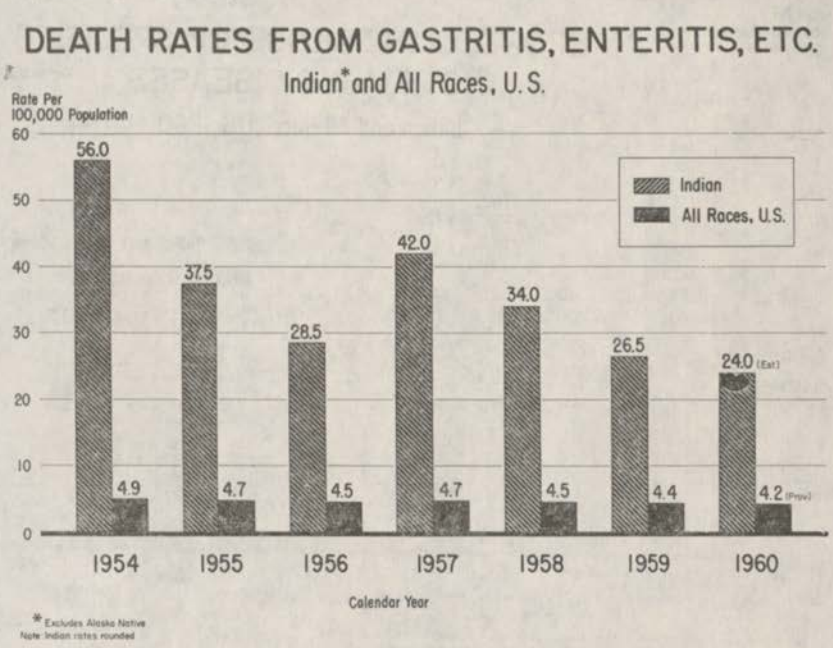
Senator BYRD. In the under-1-day category, the Indian babies do better than the babies of all races. Do you have any explanation for that, Doctor?

Dr. SHAW. Well, I think we, with the support we have had by this and other committees, have been able to improve our facilities and expand our qualified staff so that in many of the locations where we operate, the Indians have really as good or better care than some of the surrounding communities. The support we are able to give them, and the quality of people we are able to put in those facilities, plus the cooperation of the Indians themselves, account for this.

DEATH RATE FROM GASTROENTERITIS

This is a chart that shows the death rate again primarily in the children, from gastroenteritis. This is the big killer of the babies, and due directly to the hazards of sanitation in their environment.

(Chart 9 follows:)



ACTIVE PROGRAM AGAINST TUBERCULOSIS

Dr. SHAW. You can see that we have a decrease from 56 down to 24, a decrease of 57 percent, and this ties directly into our educational activities, the availability of services, and, above all, the efforts that have been made in the improvement in the water supply, potability, and quantity, as well as disposal of waste.

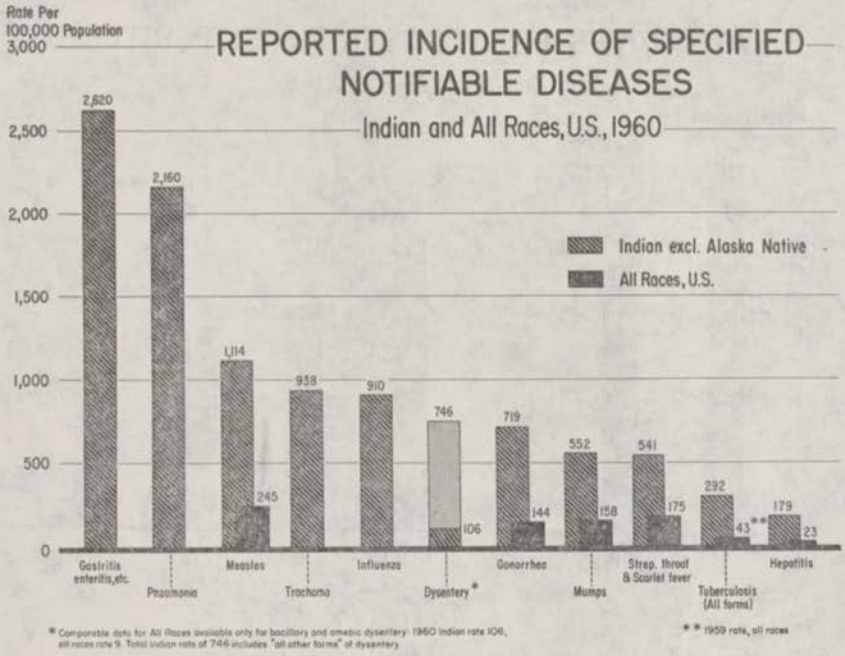
Now to come back again to your original question, which was tuberculosis. We, as shown by charts 4 and 5, can report dramatic improvement. The responsibility still remains, however, to carry on a very active program, to get out into the back areas, to work with the families, dig out the active cases in the older generation that have not accepted modern medicine as have the younger generation, and bring them under treatment and under control.

We must keep at this for many years in the future. If we do not, the same thing will happen in tuberculosis as happened in trachoma, because, if you remember, about 1938 there was a major effort made to eliminate trachoma in the Indian population and the opinion was that they were successful and there was no continuing program. When the Public Health Service took a close look in the field, we found trachoma almost everywhere, as high as 38 percent in some locations.

SPORADIC OUTBREAKS IN SCHOOLS

We still have it in sporadic outbreaks in school populations running as high as 30 percent.

(Chart 3 follows:)



EFFECTIVE TREATMENT

Dr. SHAW. We have a very effective treatment of short duration. We try and are usually successful in following back out and finding the active case in the hogan or wickiup, usually in grandmother or grandfather, who has infected the children, and who must be treated or the process will continue. This only underlines the fact that in tuberculosis, as in trachoma, we must remain vigilant and carry on the public health preventive activity in epidemiology studies in order to keep abreast of it.

TUBERCULAR CHILDREN ADMITTED AT TUBA CITY

Chairman HAYDEN. I would like to make an inquiry about a particular hospital at Tuba City, about the number of children under 5 who are admitted there. That was 15. Was that not quite a large number?

Dr. SHAW. Yes. Tuba City is one of our most isolated locations in that section of the State. The Navajos in that area are only beginning to be acculturated. They are non-English speaking. They use their native cultural medical practices to a great extent.

We have only in recent years, the last 5 or 6 years, had adequate staff in that area to get out into the field, into the hogans, in the back

washes and canyons, and look for, find, and bring under treatment cases which were not known before, and which had gone unreported and untreated. Our casefinding activities and work of the field staff accounts for a great part of this plus the greatly improved acceptance on the part of the Navajo of modern medical practice.

RELATION OF ROAD PROGRAM TO HEALTH WORK

This is also evidence of the great value of the road program that has been going on in that area, because with the blacktop roads and the gravel roads that have been extended throughout that vast area they are able to get in to the hospital and we are able to get out to them and bring them under treatment.

DRINKING WATER SITUATION

Chairman HAYDEN. I know about the road problem. I have been over them years ago. What about the general drinking water situation, especially in the Southwest?

Dr. SHAW. We have been very active in this field. We hope to be able to continue for many years to come, because it is very serious. We had the first sanitation projects, as you remember, in the fiscal year 1960, which was $200,000 for emergency projects, most of which were in this area.

SANITATION PROJECTS

Mr. STEVENSON. We have had so far authorized a total of 155 projects; 80 of these are essentially complete and 65 are in progress at this time. There are about 10 on which we still have to work out final agreements with the Indians.

In the 1961 program, which is well along toward completion, over 4,000 Indian families, spread out over 46 projects, will have water for the first time in their homes.

Dr. SHAW. This has been one of our best programs and it is producing real lasting results in my opinion. We have full Indian participation from planning all the way through execution of the project and training for continuous sound operation on their part after it is finished. The Indians put up the equivalent of 40 cents in either labor or money, compared with 60 cents that the Federal Government contributes.

NAVAJO CONTRIBUTION TO PROGRAM

The Navajos, alone, last year put up $921,000 of their own money for 432 spring and water development projects, and this year nearly $700,000 for the same purpose, in addition to significant contributions for Public Law 86–121 projects.

I have here some newspaper clippings from the Arizona Republic on the project at Peridot on the San Carlos Reservation. This is a project that cost $49,044 of Federal money. It was met by substantial contributions of money, materials, and, above all, labor on the part of the Indians.

GENERAL EFFECTS OF PROGRAM

The project consisted of development of a community well so that there was an adequate supply of domestic water, installation of a water storage tank, and running the waterlines along the road where the houses were located. The important thing is that it not only brought water to them, but they recognized the value of it. They have participated in it. They contributed directly to the project, but they also did other things.

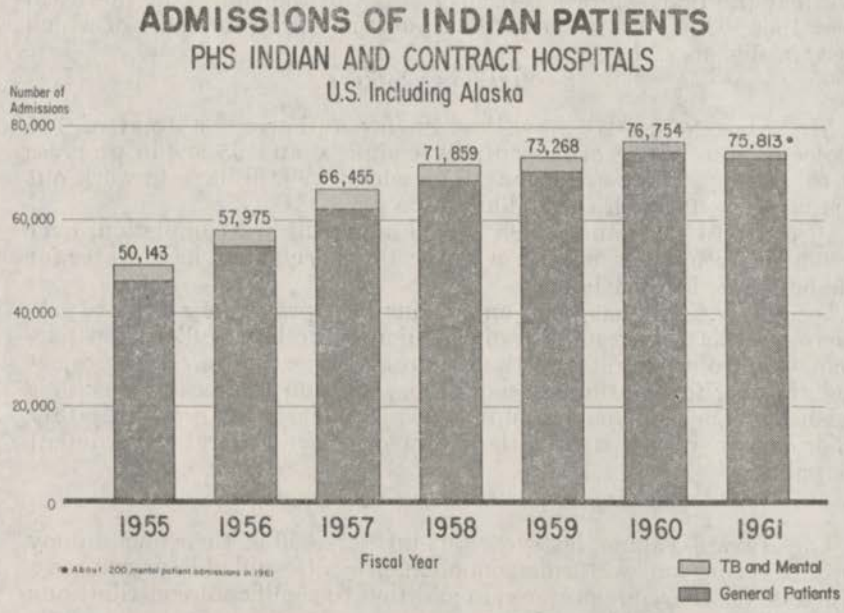
They got the desire for better things. They enlarged 35 of their houses. They painted their houses. They put in little gardens. People moved into the area and built new houses. Twelve new houses have gone up, and for the first time they have the feeling that they too can have better homes and they are proud of them.

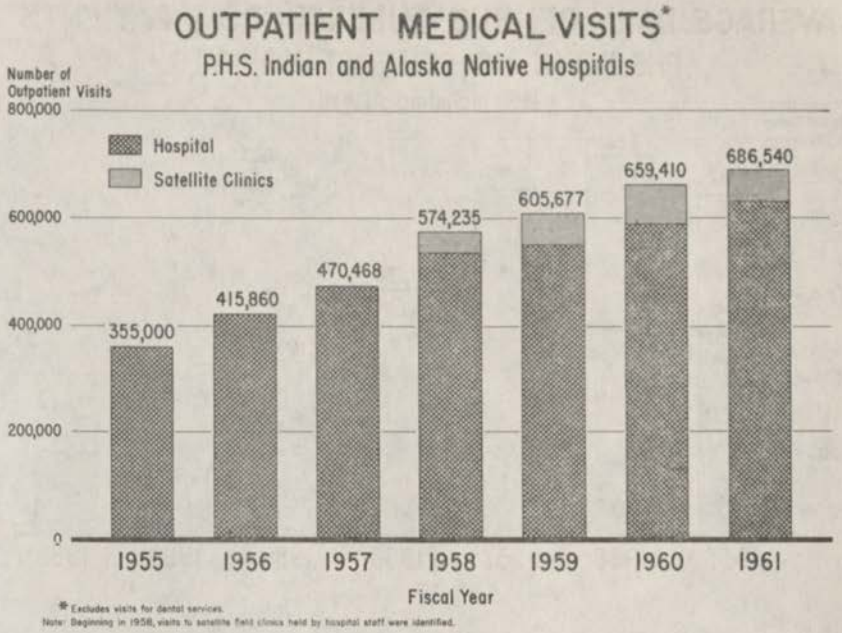
Electricity has been brought in. Refrigerators are showing up and the number of babies that we are going to lose from diarrhea there in the future is going to be a lot less than it has been in the past.

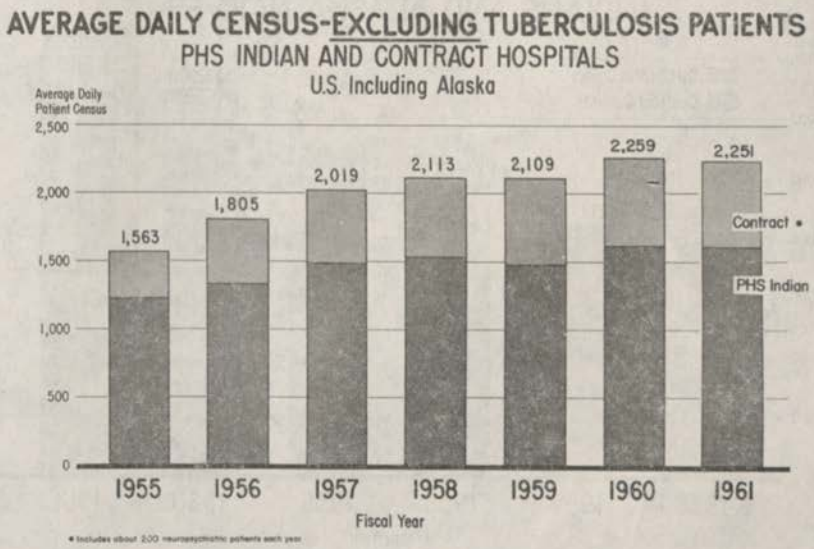
Chairman HAYDEN. Have you any questions?

Senator DWORSHAK. You go ahead. I will wait.

(Charts 10 to 15 follow:)



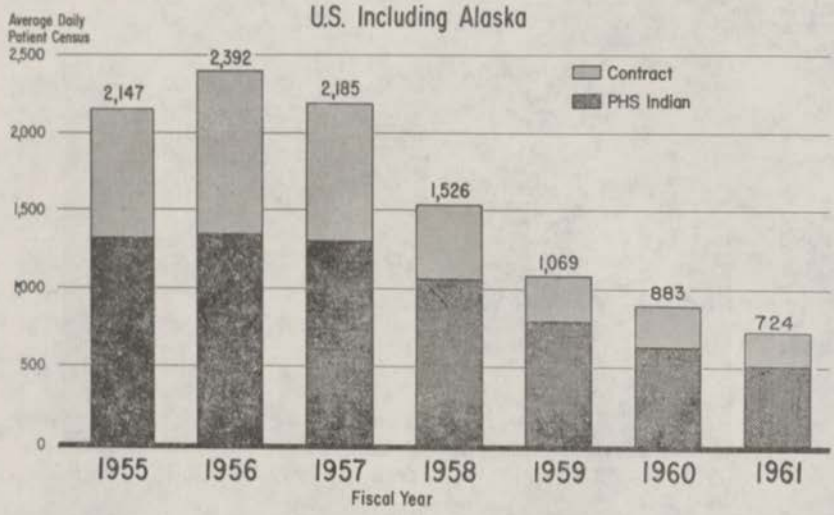

OUTPATIENT MEDICAL VISITS*
P.H.S. Indian and Alaska Native Hospitals
Number of Outpatient Visits
800,000
600,000
400,000
200,000
0
Hospital
Satellite Clinics
355,000
415,860
470,468
574,235
605,677
659,410
686,540
1955
1956
1957
1958
1959
1960
1961
Fiscal Year
* Excludes visits for dental services.
Note: Beginning in 1958, visits to satellite field clinics held by hospital staff were identified.


AVERAGE DAILY CENSUS-EXCLUDING TUBERCULOSIS PATIENTS
PHS INDIAN AND CONTRACT HOSPITALS
U.S. Including Alaska
Average Daily Patient Census
2,500
2,000
1,500
1,000
500
0
1,563
1,805
2,019
2,113
2,109
2,259
2,251
Contract *
PHS Indian
1955
1956
1957
1958
1959
1960
1961
Fiscal Year
* Includes about 200 neuropsychiatric patients each year.

AVERAGE DAILY CENSUS-TUBERCULOSIS PATIENTS

PHS INDIAN AND CONTRACT HOSPITALS

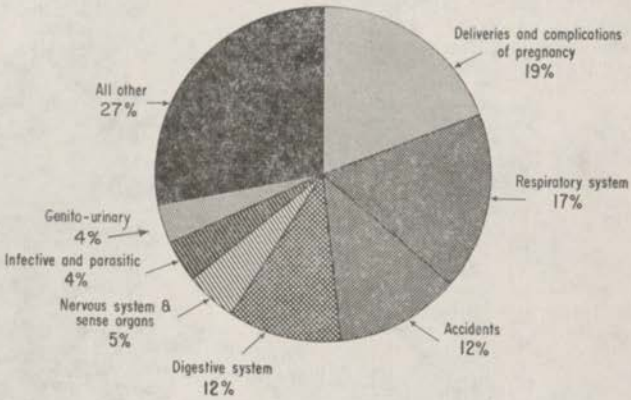
U.S. Including Alaska



CORRECTIVE DENTAL SERVICES PROVIDED INDIANS AND ALASKA NATIVES

Note: Prior to 1959, practically no services provided by dentists under contract.

DISCHARGES OF GENERAL PATIENTS BY DIAGNOSIS
PHS INDIAN AND CONTRACT GENERAL HOSPITALS
U.S. Excluding Alaska



Fiscal Year 1960

CONSTRUCTION, INDIAN HEALTH FACILITIES

Chairman HAYDEN. The 1963 budget estimate for construction of Indian health facilities is $9,220,000. This is $935,000 more than the 1962 appropriation. The justification will be placed in the record.

(The justification referred to follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, PUBLIC HEALTH SERVICE

CONSTRUCTION OF INDIAN HEALTH FACILITIES

Summary statement—Amounts available for obligation, 1962 and 1963

	1962	1963
Appropriation	$8,285,000	$9,220,000
Unobligated balance:		
Brought forward	4,498,293	1,197,200
Carried forward	−1,197,200	−409,000
Total obligations	11,586,093	10,008,200

Obligations by activity, 1962 and 1963

Activity	1962 estimate	1963 estimate	Increase (+) or decrease (−)
Hospitals and clinics	$1,574,097	$3,859,000	+$2,284,903
Personnel quarters	3,738,184	662,200	−3,075,984
Alterations	1,862,797	1,487,000	−375,797
Community hospitals serving Indians and non-Indians	790,791	100,000	−690,791
Construction of Indian sanitation facilities	3,620,224	3,900,000	+279,776
Total obligations	11,586,093	10,008,200	−1,577,893

New obligational authority by activity

	1962	1963
Hospitals and clinics	$1,160,000	$3,508,000
Personnel quarters	2,500,000	535,000
Alterations	1,300,000	1,377,000
Community hospitals serving Indians and non-Indians	325,000	100,000
Construction of Indian sanitation facilities	3,000,000	4,000,000
Total new obligational authority	8,285,000	9,520,000
Less prior years unprogramed funds applied		−300,000
1963 appropriation request		9,220,000

Summary of changes

1962 appropriation	$8,285,000
Estimate for 1963	9,220,000
Total change	+935,000

INCREASES

A. Program increases:

1. Hospitals and clinics:

Funds for the construction of a 27-bed general hospital to replace the existing facility at Fort Yates, N. Dak. (planning funds appropriate in fiscal year 1962)	884,000
Funds for the construction of a 12-bed field hospital to replace an existing hospital at Barrow, Alaska (planning funds appropriated in fiscal year 1961)	2,097,000
Construction of three health centers to be located at Mescalero, N. Mex., Fort Hall, Idaho, and Peach Springs, Ariz., and construction of three health stations to be situated at Arapahoe, Wyo., Rocky Boy, Mont., and Gambell, Alaska	527,000
Total	3,508,000

2. Personnel quarters:

For construction of 20 permanent domiciliary units with furnishings for approximately 80 percent of the units	535,000

3. Alterations:

Gallup Hospital, Gallup, N. Mex. Medical trainee quarters are required to make maximum usage of the hospital as a training center. Funds are included for planning these quarters. It is estimated that the quarters will encompass approximately 30,470 square feet and will cost $631,000, excluding planning funds	22,000
Crow Hospital, Crow Agency, Mont. Major modernization of the hospital (planning funds included in the 1962 appropriation)	640,000
Tahlequah Hospital, Tahlequah, Okla. Construction of a new outpatient wing and remodeling (planning funds appropriated in 1960 ($7,200) and 1962 ($6,300)	167,000
Haskell Institute, Lawrence, Kans. Construction funds to remodel infirmary (planning funds included in 1962 appropriation)	60,000

Summary of changes—Continued

A. Program increases—Continued	
3. Alterations—Continued	
Talihina Hospital, Talihina, Okla. Funds are included for a feasibility study and preliminary planning for modernization of the hospital with a view toward consolidated housing of supporting activities and elimination of certain outmoded, deteriorated buildings which are costly to maintain. Plans include modernization of the outpatient department and surgical suite and remodeling of the waiting room; administrative and medical records offices and other areas of the hospital. It is estimated that the total cost, excluding planning funds will not exceed $300,000	$13,000
Cherokee, N.C. Provide heating facilities for Public Health Service buildings to replace central heating to be discontinued by Bureau of Indian Affairs	65,000
Parker Hospital, Parker, Ariz. Addition of clinic and waiting space and provision of standby electric power unit	55,000
Schurz Hospital, Schurz, Nev. Replace overhead electric power distribution system and install standby electric power unit	35,500
Mount Edgecumbe Hospital, Mount Edgecumbe, Alaska. Construction of an outdoor rehabilitation area; provide sidewalks, drainage, and repair access and service roads; share in reconstruction of Baranof Island waterworks	46,000
Anchorage Hospital, Anchorage, Alaska. Install automatic water sprinkler and fire alarm system and construct standby utility plant	54,500
Bethel Hospital, Bethel, Alaska. Construct waste disposal system and replace emergency water supply line	58,500
Alteration projects of a lesser magnitude (under $35,000) at 12 locations	160,500
Total	1,377,000
4. Community hospitals serving Indians and non-Indians:	
Participation in construction of a community hospital at Chamberlain, S. Dak., to be used jointly by Indians and non-Indians	100,000
5. Construction of Indian sanitation facilities:	
Includes funds to construct or improve, extend and maintain sanitation, drainage and sewage-and-waste-disposal facilities for Indian homes, communities, and lands at 67 projects, including $143,000 for investigations, planning, emergency works, supplies, and equipment	4,000,000
Gross increases	9,520,000
Less prior years unprogramed funds applied	−300,000
1963 appropriation request	9,220,000

DECREASES

Nonrecurring construction projects appropriated in 1962:	
Hospitals and clinics	1,160,000
Personnel quarters	2,500,000
Alterations	1,300,000
Community hospitals serving Indians and non-Indians	325,000
Sanitation facilities	3,000,000
Total	8,285,000
Net increases	+935,000

Despite continuous improvement and expansion in the physical plant, many of the present Indian health facilities servicing over 380,000 beneficiaries do not provide functionally arranged facilities and specialized equipment necessary for the practice of modern medicine. In addition to the request for construction or planning of two replacement hospitals, the proposed program for 1963 includes new or replacement field health facilities at locations where limited services are currently provided through grossly inadequate facilities or where field health services are not available to beneficiaries.

Projects are also proposed under two public laws passed since the transfer of the program to the Public Health Service. Public Law 86-121 authorizes the Public Health Service, in cooperation with the Indians, to construct, improve, extend, or otherwise provide water supply facilities, drainage facilities, sewage-and-waste-disposal facilities, and other essential sanitation facilities for Indian homes, communities, and lands. Public Law 85-151 authorizes the Public Health Service to participate in the construction of hospital facilities in a community hospital for joint use by Indians and non-Indians.

In appropriating funds for fiscal year 1962 the President's budget was increased by $1,669,000 to provide $350,000 to plan a new Phoenix medical and training center, $319,000 for a health center at McLaughlin, S. Dak., and an additional $1 million for sanitation facility projects under Public Law 86-121. A statement of requirements for the Phoenix medical and training center is now undergoing review by the Department and the Bureau of the Budget. Currently a site has been selected for the McLaughlin health center preparatory to acquisition. The additional sanitation facility funds are being used to initiate construction of additional sanitation projects totaling $1 million.

Funds are requested in 1963 as follows:

Hospitals and clinics:	
Hospitals	$2, 981, 000
Health centers and stations	527, 000
Personnel quarters	535, 000
Alterations	1, 377, 000
Community hospitals serving Indians and non-Indians	100, 000
Sanitation facilities	4, 000, 000
Total	9, 520, 000
Less prior years unprogramed funds applied	−300, 000
Fiscal year 1963 appropriation request	9, 220, 000

HOSPITALS AND CLINICS, 1963 REQUEST, $3,508,000

PHS Indian Hospital, Fort Yates, N. Dak., $884,000

Construction of a new 27-bed general hospital plus 7 bassinets to replace existing hospital at Fort Yates, N. Dak.

Cost estimate

Planning funds appropriated in 1962	$70, 000
Hospital construction funds requested	884, 000
Total estimated project cost	954, 000

A new 27-bed and 7-bassinet general hospital is planned to replace the present 46-bed frame structure built in 1912 which is not adaptable to modernization and is a fire hazard. The present facility is a nonfireproof frame structure of two floors, without an elevator, and in very poor condition.

On the basis of the utilization of the inadequate facility, and consistent with the estimate of bed requirements for the reservation, contained in "Plan for medical facilities needed for Indian health services" a 27-bed hospital and 7 bassinets is proposed.

For the estimated health service population of 3,500 in the Standing Rock health service area, the bed ratio is about 7.7 beds per 1,000 population. This project would be programed to conform to the minimum requirements of appendix A, Hill-Burton program and would also include space for an outpatient department and a field health unit.

PHS Indian Hospital, Barrow, Alaska, $2,097,000

Construction of a new 12-bed field hospital to replace existing hospital.

Cost estimate

Planning funds appropriated in 1961	$150,500
Construction funds requested in fiscal year 1963	2,097,000
Total estimated project cost	2,247,500

The existing facility, without a separate outpatient clinic, isolation facilities, and minimally adequate auxiliary services, was classed nonacceptable in 1952 at the time of the Parran survey. In the survey report of 1953, "Alaska's Health," it was recommended that "steps should be taken immediately to correct these basic conditions. Facilities are not only crowded but actually dangerous as fire hazards."

The original 1-story frame hospital at Barrow was constructed in 1930 with a reported capacity of 17 beds. Quonset huts have been added and there has been rearrangement of space in the past few years. At the present time 15 beds are reported to be available. The general condition of the building is poor, principally because of (1) sinking of the foundation piling into the permafrost, (2) inadequacy of electrical wiring, (3) deteriorated piping, (4) the lack of isolation facilities, (5) crowded facilities, and (6) generally poor, unsafe environmental and institutional sanitation facilities.

The present facility contains a total of five patient rooms, including the nursery. There are no isolation rooms; because of the common corridor, with direct entrance to the surgery and nurses' workroom adjacent, it is virtually impossible to maintain sterile conditions. The operating room also functions as a delivery room. Outpatient clinics and services are confined to one small room which is entirely inadequate for an extremely active outpatient service.

HEALTH SERVICE UNIT

The Barrow service unit covers an area of about 25,000 square miles. The major villages within the health service geographical area are Barrow, Wainwright, Barter Island, Point Lay, and Meade River. The nearest large community, Fairbanks, is 550 air-miles. Air-miles from Barrow to other Alaska communities are 350 miles to Kotzebue, 730 miles to Tanana via Fairbanks, 550 miles to Nome, 450 miles to Fort Yukon, and 850 miles to Anchorage.

Perishable foods and other supplies not transported in the Bureau of Indian Affairs vessel are delivered by airplane. The Bureau of Indian Affairs vessel, *North Star*, arrives with annual supplies in the early fall; only one trip can be made during the 2- to 3-week period when the Arctic icepack moves away from the shore.

Based on an analysis of the latest available information, it appears that the native population in the Barrow service unit is stabilized around 1,600 to 1,700. With the military construction completed and with minimal military operational activity, there is very little reason to believe that there will be any marked increase in the native population.

As a result of the infeasibility of staffing a complete general hospital in this remote area and in view of the improved air service between Barrow, Fairbanks, and Anchorage, it is planned to operate this new facility as a maternity, medical, and "holding bed" field hospital having the following bed distribution: Obstetrics, 4; pediatrics, 6; and holding beds, 2.

The facility would include a fully equipped outpatient clinic and 12 beds to provide hospitalization for uncomplicated deliveries, hospitalization of infants and children with minimal requirement for the treatment of respiratory diseases; and holding beds for patients to be transported to a hospital center. General surgery and cases requiring specialized diagnostic and treatment services would be referred to available hospitals in Fairbanks and Anchorage.

Clinics (health centers and stations), $527,000

The definition of the two types of facilities proposed follow:

1. Health center: A facility operated at least on a 40-hour workweek basis and where physicians' services are available full time as well as other types of health services such as dental, public health nursing, sanitation, health education, and medical social services.

2. Health station: A facility where, although physicians' services may be regularly scheduled, physicians are not available full time, but one or more other health services are available on a regularly scheduled basis such as dental, public health nursing, sanitation, health education, and medical social services. Staff is provided from Public Health Service Indian hospitals, health centers or by contract.

Funds of $527,000 are requested for the construction of three health stations and three health centers. At some of these locations limited health services are currently provided from space not suited for such purposes. The location and estimated cost for each of the proposed facilities follows:

HEALTH CENTERS

Mescalero, N. Mex $151,000

Including planning funds of $11,000 contained in the 1962 appropriation request, it is estimated that the total project will cost $162,000. The Mescalero service unit is located in Otero County in south central New Mexico. The beneficiary population residing within the service unit is estimated at 1,200. The Mescalero Apaches are a predominantly fullblood group (in 1950 the U.S. census reported 90 percent fullblood and 96 percent half or more Indian). Diseases of early infancy are a leading cause of death, and the common diseases of childhood are still a major problem. In this situation, with the proposed eventual replacement of direct Public Health Service Indian hospital operation at Mescalero by contractual arrangements under the provisions of Public Law 85–151, it is essential to plan for provision of a full program of ambulatory medical care and preventive health services on the reservation, through the facilities of a modern field health center.

Fort Hall, Idaho 166,000

The village of Fort Hall, the site of the Bureau of Indian Affairs Agency and Public Health Service health center, is 11 miles north of Pocatello, Idaho. There are about 2,200 Shoshone and Bannock Indians living on the reservation. Medical care and preventive health services are provided for these beneficiaries at the health center, in contract hospitals in Pocatello and through a contract with the local health department. The health status of the people, their economic level, and general acculturation are such that the provision of medical and health services by the Public Health Service is indicated for many years to come. The present health center is in the basement of a Bureau of Indian Affairs office building and is totally inadequate in space and arrangement. It does not lend itself to expansion, rearrangement, or installation of adequate equipment.

The health of these people can be improved and the need for contract hospitalization and medical care which cost nearly $170,000 in 1959 can be reduced only by the expansion of preventive health services and by the provision of better and earlier ambulatory medical care.

A new health center, with modern equipment, including X-ray and a laboratory and with office space for an increased staff of health personnel including medical and dental officers, public health and clinic nurses, sanitarians, and community workers is needed at Fort Hall for these purposes.

Peach Springs, Ariz 55,000

Peach Springs, the chief settlement on the Hualapai Reservation, is in northern Arizona just south of the Grand Canyon, about 50 miles northeast of Kingman, Ariz., and 116 miles west of Flagstaff.

It is the headquarters of the Public Health Service staff which provides health services and medical care not only to the 430 Indians on the Hualapai Reservation, but also to about 185 on the Hauasupai, in one of the side canyons of the Grand Canyon, and about 200 more on the Camp Verde, Middle Verde, and Yavapai Reservations. The latter three are south of Flagstaff near Prescott.

It is entirely impractical to attempt to provide services by itinerant personnel stationed at Public Health Service Indian health facilities since the nearest hospital in the Phoenix area is about 175 miles distant.

Personnel stationed at Peach Springs currently use completely inadequate facilities in a building owned by the tribe. A small modern health center with a laboratory, X-ray and other modern equipment is needed for the provision of acceptable ambulatory medical care to the Indians in this vicinity. It will serve also as a headquarters for personnel such as sanitarians and public health nurses who provide preventive health services to all the widely scattered reservations in this part of Arizona, and by nutritionists, medical social workers, dentists and health educators who will schedule part of their time and efforts to Indians on these reservations.

HEALTH STATIONS

Arapahoe, Wyo $37,500

Arapahoe is a small community on the Wind River Reservation about 25 miles from Fort Washakie, Wyo. It is a focal point for about 1,000 Indians living in the eastern and southeastern part of the reservation. Outpatient medical care and dental care is provided by contract physicians and dentists from towns near the reservation.

More than 5,000 outpatient visits per year have been provided at Arapahoe for the past 2 years in spite of the lack of adequate space and facilities. It is estimated that this number will increase considerably when a new health station is provided with modern examination and treatment facilities, an adequate waiting room, and space for proper handling of medical records and pharmaceuticals.

Rocky Boy, Mont 37,500

The Rocky Boy Indian Reservation is about 38 miles south of Havre, Mont., and about 70 miles from the Public Health Service Indian hospital at Fort Belknap. There are about 800 Indians residing on the reservation and about 1,400 on the tribal rolls.

Outpatient medical care is provided once a week by contract physicians from the nearest towns and by Public Health Service physicians from Fort Belknap 1 or 2 days a week. Patients requiring hospitalization are transported to the Public Health Service hospital at Fort Belknap or referred to contract hospitals in Great Falls or Havre. Dental care is provided 2 days a week. Other preventive health services in sanitation, public health nursing, and health education are provided by staff stationed either at Rocky Boy or Fort Belknap.

The present facility, in a condemned building belonging to the Bureau of Indian Affairs, is totally inadequate as a clinic or as a headquarters for health personnel.

A new health station is needed to provide adequate space and equipment for examination and treatment of patients and to provide a headquarters and facilities for sanitarians, health educators, public health nurses, medical social workers, and others who provide services on the reservation either on a full- or part-time basis.

Gambell, Alaska 80,000

Gambell, with a population of about 350, is one of the larger settlements on the St. Lawrence Island. In the past, health services were provided to Gambell and, to the extent possible, to other island villages by a public health nurse of the Alaska Department of Health (ADH), one of the nurses provided under contract to the Public Health Service by the Alaska Department of Health. The nurse was formerly stationed on the island and spent part of her time on the mainland. A structure built in 1923 for $2,500 and remodeled in 1953 to provide her with quarters and clinic space is totally inadequate. Services

now are provided on an itinerant basis by the Alaska Department of Health and Welfare nurse stationed at Nome. A Public Health Service medical officer flies from the Kotzebue Hospital once or twice a year to provide the only medical care on the island which consists of a 3- or 4-day clinic in the Bureau of Indian Affairs school.

A new health station with adequate equipment and living quarters is needed at Gambell in order that a public health nurse may be stationed on the island and to provide the visiting medical officer with better space and at least minimal equipment with which to provide more nearly adequate medical care.

Total 1963 estimate for clinics, health centers, and stations.. $527,000

Total 1963 estimate for hospitals and clinics..... 3,508,000

PERSONNEL QUARTERS

Year 1963 request, $535,000

Although considerable progress has been made in providing adequate staff housing, increased services and construction of new or expanded health facilities will result in the need for 20 additional units to meet the immediate foreseeable needs through 1963 (excluding replacement of temporary units). In the interest of economy, staff quarters are requested in this estimate for Barrow, Alaska, in conjunction with the request for construction funds for a new (replacement) hospital at this location. The extent to which the 326 temporary units acquired in 1956 must be replaced is currently under study. A listing of the 20 units at an estimated cost of $535,000 requested for 1963 follows:

Location	Size	Number of units	Estimate [1]
Browning, Mont	1-bedroom apartment building	4	$55,000
Rosebud, S. Dak	do	4	55,000
Barrow, Alaska	3 bedroom	1	425,000
	2 bedroom	2	
	1 bedroom	9	
Total		20	535,000

[1] Includes furnishings for approximately 80 percent of the units.

Alterations

1963 request..... $1,377,000

The following projects represent alteration work on existing Indian health facilities to provide for more effective use of structures to meet current program needs:

Aberdeen area:

Sioux Sanatorium, Rapid City, S. Dak..... 3,200

Planning funds for modernization of hospital kitchen. Total estimated cost including planning is $30,000.

Belcourt Hospital, Belcourt, N. Dak..... 13,000

Improve heating plant and provide standby boiler.

Rosebud Hospital, Rosebud, S. Dak..... 20,000

Resurface road and parking areas.

Total, Aberdeen area..... 36,200

Albuquerque area:

School of Practical Nursing and Health Center, Albuquerque, N. Mex..... 6,000

Provide gas water heaters and electric autoclave for summer usage when Bureau of Indian Affairs central heating plant is not in operation.

Gallup Hospital, Gallup, N. Mex..... 22,000

COST ESTIMATE

Planning funds requested in 1963 for medical trainee quarters	$22,000
Construction funds to be requested in subsequent years	631,000
Total estimated project cost	653,000

Project	Approximate square footage	Estimated cost
Quarters for interns, residents, and technicians in training	22,470	$467,000
Quarters and training facilities for student nurses	8,000	186,000
Total	30,470	653,000

In order to make maximum use of the new 200-bed hospital at Gallup, N. Mex., as a training center, medical trainee quarters are required for interns, residents, technicians, and student nurses.

QUARTERS BUILDING FOR INTERNS, RESIDENTS, AND TECHNICIANS IN TRAINING

The training programs at this hospital will include an approved intern and residency program for up to 23 full-time medical officers serving from 1- to 3-year periods. Residencies will be carried out for major medical specialties represented at this hospital. Permanent quarters providing furnished housekeeping facilities for these trainees and their families for 1-, 2-, and 3-year periods will be required in order to implement this program. Orientation and training for technicians, administrative personnel, and selected professional personnel on temporary duty at this hospital for periods of a few days to 6 months will require nonhousekeeping quarters to maintain the personnel at the hospital during training and to provide for nurse education activities as follows:

(*a*) advanced training for four to five graduate practical nurses to prepare them to function as assistants to public health nurses.

(*b*) postgraduate training and experience for trained practical and professional staff nurses in special services such as maternity and newborn, pediatrics, surgery, central supply, etc.

(*c*) inservice and career development of selected nursing personnel in nursing services administration.

(*d*) orientation and advanced experiences for other personnel—in dietetics, medical records, etc.

To meet the housing needs of the staff in training, a quarters building comprising 13 single rooms, 8 one-bedroom apartments, and 8 two-bedroom apartments is proposed.

QUARTERS BUILDING AND TRAINING FACILITIES FOR STUDENT NURSES

In order to provide supervised clinical experience for practical nurse students enrolled in the Albuquerque Practical Nursing School and detailed to this hospital, 10 single rooms with baths are required for 20 student practical nurses (2 classes per year—10 students each) and one 1-bedroom nonhousekeeping apartment for a house mother and 2 single rooms with private baths for 2 instructors. There should also be a lounge, classroom, and library. The clinical experiences (pediatrics, medical, surgical, and obstetrics) required for the 80 students per year could then be divided between the Fort Defiance and Gallup Hospitals and the tuberculosis nursing experiences continued at the Albuquerque Sanitorium. With present and continuing professional nurse staff vacancies, the services rendered by student practical nurses will help fill this void.

ALBUQUERQUE SANATORIUM

Albuquerque, N. Mex.	$24,000
1. Air-condition operating suite ($13,000).	
2. Modify high-pressure boilers to low-pressure ($5,000).	
3. Renovate wiring ($6,000).	
Total, Albuquerque area	52,000

BILLINGS AREA

Fort Washakie Health Center, Fort Washakie, Wyo.	9,700
1. Remodel and repair two existing 1-bedroom personnel quarters ($7,500).	
2. Grade and pave driveway and parking area, Fort Washakie Clinic ($2,200).	
Fort Peck Hospital, Poplar, Mont.	14,400
1. Regrade driveways around building, provide adequate drainage and pave ($4,400).	
2. Remodel nurses' home building No. 43 ($10,000).	
Remodeling nurses' home building No. 43 consists of repairs to walls and ceilings, replacement of floor coverings, refurbishing interior including floors, modernizing kitchen, major renovation of hot water heating system and regrading of waste disposal lines to improve drainage of plumbing fixtures.	
Crow Hospital, Crow Agency, Mont.	640,000

Planning funds of $39,000 for major modernization of the Public Health Service Indian Hospital at Crow Agency, Mont., are included in the 1962 appropriation.

COST ESTIMATE

Planning funds appropriated in 1962	39,000
Construction cost estimate, 1963	640,000
Total estimated project cost	679,000

Proposed project: The project involves a major modernization of the existing facility to provide 34 beds and 7 bassinets and facilities for oupatient medical and dental services.

EXISTING FACILITY

The Crow Agency Hospital was constructed as a 36-bed hospital in 1937. It resembles the hospital at Browning which has just undergone modernization. In the past few years, space rearrangements have been carried out as interim measures for a little more effective operation.

The physical arrangement, however, is extremely crowded and unsatisfactory for conducting an acceptable modern medical care program. There is poor and limited space for organized outpatient clinics and no means of utilizing the bed space efficiently without a hazard to patients and staff. There is a pronounced lack of space to adequately provide for pediatrics isolation; an adequately functioning obstetrical service; and required supporting facilities (pharmacy, laboratory, X-ray, medical records, dental, etc.), which are essential to provide a well-integrated outpatient medical care and preventive health service.

Northern Cheyenne Health Center, Lame Deer, Mont.	$4,000
Provide adequate drainage; grade and pave driveways around health center.	
Blackfeet Hospital, Browning, Mont.	14,200
Construct adequate parking area in front of old portion of hospital. Provide adequate drainage; grade and pave access driveways.	
Total, Billings area	682,300

OKLAHOMA AREA

Tahlequah Hospital, Tahlequah, Okla, $167,000

Planning funds of $7,200 appropriated in fiscal year 1960. Additional planning funds of $6,300 appropriated in 1962.

The existing hospital was constructed in 1937 containing 26,000 gross square feet of floor area with a constructed bed capacity of 69. A small combination nurses' workroom and nursery were included. Subsequent alterations and room assignment changes were made to provide for an expanding outpatient department reducing the reported bed capacity to 62 with 13 bassinets. A recent survey of this facility reveals crowding of patients and the need for general modernization.

The existing outpatient entrance, patients' visiting room, emergency and patients' parking area are very poorly located and extremely crowded. Parked vehicles block the ambulance entrance located on a narrow service road. To reach the emergency room from the existing ambulance entrance, patients pass through the waiting room.

This project provides a new outpatient wing in a location that will overcome much of the cross-traffic between inpatients and outpatients within the hospital and will alleviate inpatient overcrowding. The existing hospital will be continued in service during the alteration work.

Workloads for the existing facility follow:

	Fiscal year 1958	Fiscal year 1959	Fiscal year 1960
Inpatient average daily patient load (excluding newborn)	37	39	40
Total admissions	1,523	1,617	1,566
Total births	328	392	396
Total outpatient visits	13,364	14,784	18,628

Talihina Hospital, Talihina, Okla., $13,000

The existing functional arrangements in the main hospital building do not permit efficient and economical operation of the hospital and outpatient departments. Some of the supporting activities also are dispersed in a number of old buildings at wide separated locations. Funds of $13,000 are requested for a feasibility study to arrive at a satisfactory solution to this problem. Until this study and preliminary planning are completed, a realistic estimate of cost cannot be made, although the total cost, exclusive of the feasibility study, should not exceed $300,000.

The project will include modernization of the outpatient department; remodeling of medical records, administrative offices and waiting rooms; and modernization of the surgical suite. Some rearrangement and relocation of these spaces as well as some other elements of the hospital will be involved. A number of the old buildings will be eliminated and the activities consolidated resulting in a reduction of the buildings to be maintained.

Haskell Institute Infirmary, Lawrence, Kans	$60,000
Construction funds for remodeling of building erected in 1905. (Planning funds of $7,000 appropriated in 1962.)	
Cherokee, N.C	65,000
Provide heating facilities for Public Health Service buildings to replace central heating to be discontinued by Bureau of Indian Affairs.	
Total, Oklahoma area	305,000

PHOENIX AREA

Parker Hospital, Parker, Ariz	55,000
1. Additions and alterations to provide additional clinic and waiting space ($40,000).	
2. Provide standby electric power unit ($15,000).	
Owyhee Hospital, Owyhee, Nev	16,000
Provide standby electric power unit.	
Schurz Hospital, Schurz, Nev	35,500
1. Replace overhead electric power distribution system ($18,000).	
2. Provide standby electric power unit ($17,500).	
Total, Phoenix area	106,500

PORTLAND AREA

Chemawa School Health Center, Chemawa, Oreg. (total, Portland area)	$20,000
Alterations to health center and provision of exterior fire exit from 2d floor.	

ALASKA AREA

Mount Edgecumbe Hospital, Mount Edgecumbe, Alaska	46,000
1. Repairing of service and access roads and to provide sidewalks and drainage ($25,000).	
2. Construction of an outdoor area to provide for rehabilitation of pediatric and orthopedic patients ($10,000).	
3. Reconstruction of water works on Baranof Island (costs to be shared equally with the city of Sitka) ($11,000).	
Anchorage Hospital, Anchorage, Alaska	54,500
1. Provide automatic water sprinkler and fire alarm system for certain areas of hospital ($26,000).	
2. Construct standby utility plant ($28,500).	
Bethel Hospital, Bethel, Alaska	58,500
1. Construction of adequate waste disposal system in the hospital ($40,500).	
2. Replace emergency water supply line ($18,000).	
Tanana Hospital, Tanana, Alaska	16,000
Installation of high voltage distribution system.	
Total, Alaska area	175,000
Total 1963 request for alterations	1,377,000

COMMUNITY HOSPITALS SERVING INDIANS AND NON-INDIANS

Year 1963 request, $100,000

Under Public Law 85-151 the Surgeon General, where such an alternative appears more desirable and effective, is authorized to financially participate in the construction of needed hospital facilities in a community for joint use by Indians and non-Indians rather than to construct a separate facility for Federal operation only. To date, the Public Health Service has participated in 12 projects providing 275 beds of which 88 have been funded from this appropriation for the use of Indian beneficiaries. Funds are available for 2 anticipated projects at Flathead, Mont. and Mescalero, N. Mex., which will provide approximately, 25 additional beds. Under this authority, an amount of $100,000 is estimated for fiscal year 1963 for a potential project at Chamberlain, S. Dak.

CONSTRUCTION OF INDIAN SANITATION FACILITIES

Year 1963 request, $4,000,000

A cooperative approach to the correction of gross Indian sanitation facility deficiencies is provided in Public Law 86-121. It authorizes construction of domestic and community water supplies, waste disposal works, and other sanitation facilities for Indian homes, communities, and lands. The Public Health Service administers the program in consultation with Indian tribes, Alaska native groups, and State and local health agencies. Participation by the Indians in project execution is stressed and tribes are assisted in assuming responsibility for continued operation and maintenance of completed community facilities. Parallel education and training activities are conducted to assure utilization, protection, and maintenance of household sanitation facilities. Projects for Indian beneficiaries include one or more of the following features: Water—source development, treatment, storage facility, distribution system; waste (liquid and solid)—collection system, sewage treatment, disposal facility; household appurtenances—sanitary pit privy or flush toilet, kitchen sink, connecting plumbing; drainage—facilities for control of insects, systems to permit subsurface waste disposal.

The scarcity of water for even elemental household purposes is a general problem among Indian and Alaska native groups. Thousands of Indians on many reservations haul water in a primitive manner for distances of a mile or more. In these cases, domestic water use is usually 1 to 3 gallons per capita per day as compared to five times this amount for the poorest rural families in the United States. It is common for water purveyors to charge $1 to $3 per barrel for water delivered to the Indian homes. The source of domestic water supply for the majority of Indians is unsafe; contaminated streams, irrigation ditches, stock ponds, and unprotected wells and springs are often the only available supply.

Lack of adequate facilities for the disposal of human and other household wastes, both liquid and solid, results in (1) spread of micro-organisms responsible for diarrheas and dysenteries, (2) insect and rodent infestations both in Indian homes and communities, (3) contamination of foods and domestic water supplies, and (4) general nuisance conditions.

Since gross environmental deficiencies in large measure are responsible for the high incidence of preventable enteric diseases among Indians, it is the opinion of the Public Health Service that basic sanitary facilities for Indian homes and communities are essential in the prevention of diseases and basic elements in the improvement of health services to the Indians. Following is a list of specific examples of health problems directly related to the lack of sanitary facilities:

1. Gastritis, enteritis, etc. are first in reported incidence of notifiable diseases on Indian reservations; they are insignificant in the general population.
2. The Indian infant death rate is twice that in the general population, and the death rate for infants who have returned to their home environment (1 month through 11 months of age) is about four times that of the general population, in large part associated with the lack of sanitation facilities in the Indian home.
3. Twenty-one percent of all Indian deaths in a year occur before 1 year of age in the Indian population, compared with seven percent in the general population.
4. Between 15 and 20 percent of the patients discharged from our hospitals were treated for diseases associated with an insanitary environment.

In the conduct of this program to date, increasing awareness of the Indian people to the advantages of adequate sanitation facilities has been demonstrated. Substantial contributions of labor, money, and materials have been made by the Indians to construction projects. Indian governing bodies have shown a willingness to adopt the necessary measures such as appointment of responsible maintenance individuals, establishment of water or sewer service charges, and adoption of sanitary regulation which are required for continued operation and maintenance of completed facilities. There is a mounting backlog of requests from the Indians for assistance under this program.

The $4 million request for 1963 represents a $1 million increase above the level authorized for fiscal year 1962. Specifically, it will permit the construction of 67 projects (listed below) at a cost of $3,857,000 which are urgently needed on 31 Indian reservations, and in communities in the States of Oklahoma, California, and Alaska. It will meet needs in areas where (1) essential sanitation facilities are lacking or in need of major rehabilitation, (2) rates of preventable diseases attributable to gross environmental sanitation deficiencies are high, (3) work is feasible and most nearly ready to be undertaken from an engineering and economic standpoint, (4) ability and willingness of Indians to assume responsibility for maintenance and operation have been indicated, and (5) willingness of Indians to contribute to and participate in the work has been shown.

The estimate also includes $143,000 for investigations and planning funds for urgently needed construction projects on which additional technical information is necessary before a solution can be recommended and for correction of emergency problems related to Indian sanitation facilities such as occur from severe drought conditions, floods, failure of well casings, and pumping equipment, and other unforeseen conditions which frequently require provision of emergency facilities to permit resumption of services on a temporary or emergency basis.

Sanitation facility projects

Pine Ridge Reservation, Pine Ridge, S. Dak $295,000

Health needs: Water hauled in insanitary containers to most homes in community. Sanitary methods of waste disposal are lacking.

Project: Construct community water supply and waste disposal facilities.

White Earth Reservation, Naytahwaush, Minn 73,000

Health needs: Concentrated community lacks adequate water and sewerage facilities. Water hauled to most homes. Insanitary waste disposal at most homes.

Project: Construct community water system and individual waste disposal facilities.

Santee and Ponca Reservations, rural Nebraska 68,000

Health needs: Residents obtain water from unapproved or questionable sources. Few homes have sanitary waste disposal facilities.

Project: Rehabilitate existing and construct new water wells and construct individual waste disposal facilities.

Sisseton Reservation, Big Coulee and Old Agency, S. Dak 96,000

Health needs: Reservation population obtains water from insanitary wells, springs, creeks, or lakes. No acceptable waste disposal facilities on reservation. High enteric disease rate.

Project: Construct individual water supply and individual waste disposal facilities.

Fort Totten Reservation, St. Michaels (Mission), N. Dak 49,000

Health needs: Water supplies in rural areas do not meet accepted standards. No home has satisfactory waste disposal facilities.

Project: Construct individual water supply and individual waste disposal facilities.

Jemez Reservation, Jemez Pueblo, N. Mex 259,000

Health needs: High incidence of diseases related to substandard sanitary conditions. Present community water supply inadequate and of questionable quality. Most homes have insanitary waste disposal facilities.

Project: Develop water supply source and construct community water distribution and sewerage system.

Laguna Reservation, Paguate Village, N. Mex 51,000

Health needs: High incidence of diseases related to inadequate sanitary facilities. Present community water supply of questionable sanitary quality. Waste disposal facilities insanitary.

Project: Construct community wells and enlarge water distribution system.

Laguna Reservation, Seama Village, N. Mex 53,000

Health needs: Community water shortages occur due to insufficient source. Capacity of distribution system limited. Diseases associated with inadequate sanitation are prevalent in community.

Project: Construct additional well and storage tank. Modify and extend water distribution system.

Zia Reservation, Zia Pueblo, N. Mex 129,000

Health needs: Water system is inadequate to provide quantity required. Water shortage necessitated emergency work. Waste disposal facilities nonexistent or insanitary.

Project: Complete work on community water system initiated as an emergency project; construct community sewerage system.

Yakutat, Alaska 80,000

Health needs: Water supply is hauled from lake and unprotected wells. Sewerage facilities are lacking.

Project: Construct community water distribution system; community sewerage facilities to serve about half the town; construct individual waste disposal facilities to serve balance of town.

Sanitation facility projects—Continued

Native villages, Alaska:

Norton Sound area (3 villages) $70,000

Hooper Bay area (3 villages) 100,000

Health needs: Water supply is obtained from surface sources, often distant from villages and hauled to homes. Waste disposal facilities grossly inadequate.

Project: Construct communal water supply and storage facilities; provide for sanitary handling of water; and construct individual waste disposal facilities.

Kotzebue, Alaska 50,000

Healt hneeds: Eskimo community of 1,300. Water supply obtained from creek and hauled 5 miles to native homes. Purveyors charge 5 cents per gallon delivered.

Project: Exploration and engineering study of sources of water for community use and distribution on a practical basis.

Unalakleet, Alaska 80,000

Health needs: Water supply for community obtained from unprotected shallow wells and spring area 7 miles distant; wells contaminated from privies and other localized waste disposal.

Project: Construct community low pressure water supply system and individual waste disposal facilities.

Blackfeet Reservation, Browning, Mont 184,000

Health needs: Densely populated area. Many Indian homes are not connected to community sewerage system. Waste disposal facilities inadequate.

Project: Modify and extend community sewerage system; extend community water distribution system.

Fort Peck Reservation, Fort Kipp-Blair, Mont $49,000

Health needs: Most families haul water from Missouri River, local creek or from village of Brockton 15 miles away. Waste disposal facilities are either nonexistent or unsatisfactory.

Project: Construct individual water supply and individual waste disposal facilities.

Flathead Reservation, St. Ignatius, Mont 103,000

Health needs: Except for a few well sources of questionable construction and location, the Indians haul water from the village of St. Ignatius. Satisfactory waste disposal facilities are almost nonexistent.

Project: Construct community and individual water supply and individual waste disposal facilities.

Wind River Reservation, South Fork-Trout Creek, Wyo 82,000

Health needs: Diarrheal type illnesses are frequent. Most Indian families haul their water from rivers, ditches, etc. Waste disposal facilities insanitary.

Project: Construct community and individual water supply and individual waste disposal facilities.

Choctaw Reservation, Bogue Homo, Connehatta, Red Water, Standing Pine, Miss 95,000

Health needs: Diarrhea and dysentery among infants and children unusually high. Safe and adequate water supply and waste disposal facilities lacking.

Project: Construct individual water supply and individual waste disposal facilities in 4 communities.

Cherokee Reservation, Big Cove, Soco, and Paint-Town, N.C 94,000

Health needs: Residents obtain water from unapproved springs, wells and from streams. Waste disposal facilities unsatisfactory. Diseases associated with inadequate sanitary facilities abnormally high, particularly in children.

Project: Provide material and technical direction for construction of individual and communal facilities.

Cherokee County, Okla 60,000

Health needs: Many Indian families obtain water from unprotected sources and have unsatisfactory waste disposal facilities. Most prevalent diseases of Indians related to environmental conditions.

Sanitation facility projects—Continued

Cherokee County, Okla.—Continued

Project: Construct new and renovate existing individual water supply and individual waste disposal facilities; phase III.

McCurtain County, Okla $60,000

Health needs: Diseases most common to these rural Indians are communicable diseases associated with overcrowding, lack of sanitary facilities, use of polluted water sources, and absence of proper waste disposal facilities.

Project: Construct or rehabilitate individual water supply and individual waste disposal facilities; phase II.

Adair County, Okla 80,000

Health needs: Contaminated water sources, lack of waste disposal facilities and use of insanitary privies contribute toward high incidence of preventable diseases among these people.

Project: Construct individual water supply and individual waste disposal facilities; phase II.

Caddo County, Okla 58,000

Health needs: High incidence of diseases related to poor sanitary conditions. Most Indian families use unsafe water sources and insanitary waste disposal facilities.

Project: Construct new or renovate existing individual water supply and individual waste disposal facilities; phase II.

Yavapai-Apache Reservation, Middle Verde, Ariz 11,000

Health needs: Existing water distribution system seriously deteriorated and waste disposal facilities totally unsatisfactory.

Project: Renovate and replace as necessary existing community water system, and construct individual waste disposal facilities.

Salt River Reservation, Lehi, Ariz 50,000

Health needs: Residents in this community must haul water in cans and other inadequate containers an average distance of ½ mile. Waste disposal facilities inadequate.

Project: Construct community water distribution system and individual waste disposal facilities.

Fort Apache Reservation, East Fork and Seven Mile Districts, Ariz 99,000

Health needs: Present water source either raw water from the White River or from an irrigation canal. Waste disposal facilities nonexistent.

Project: Construct several small community water supply systems and individual water supply and waste disposal facilities.

Pima Reservation, Casa Blanca and Bapchule, Ariz 35,000

Health needs: Many residents travel 3 to 8 miles by horse and wagon to obtain water. Waste disposal facilities nonexistent.

Project: Construct new well and temporary storage to serve as watering point; construct individual waste disposal facilities.

California rancherias 50,000

Health needs: Certain Indian groups in California are facing imminent termination under Public Law 85-671 (Rancherias Act). Most of these Indian groups are in need of assistance in acquiring minimum sanitation facilities. Funds are needed to enable such assistance at the time acceptable requests are received.

Project: Construct and rehabilitate community sewerage facilities and/or individual waste disposal facilities.

Cocopah Reservation, entire reservation, Arizona 13,000

Health needs: Bacteriological samples of existing wells repeatedly show contamination. Unsatisfactory waste disposal facilities.

Project: Construct individual water supply and individual waste disposal facilities.

Fort Yuma Reservation, Winterhaven, Calif 103,000

Health needs: Present water supply obtained from unprotected and contaminated dug wells. Most waste disposal facilities inadequate.

Project: Construct community and individual water supply and individual waste disposal facilities.

Sanitation facility projects—Continued

San Carlos Apache Reservation, Bylas, Ariz.	$100,000
Health needs: Existing water system in need of extensive repair. Adequate waste disposal facilities are lacking.	
Project: Renovate and extend community water system and construct individual waste disposal facilities.	
Papago Reservation, 5 communities, Arizona	72,000
Health needs: Water supply and waste disposal facilities serving the villages are unsafe and inadequate. Incidence of sanitation related diseases high.	
Project: Construct community water supply and individual waste disposal facilities.	
Umatilla Reservation, entire reservation, Oregon	71,000
Health needs: Most water for domestic purposes obtained from unsafe wells and springs. Acceptable waste disposal facilities practically nonexistent.	
Project: Construct new and renovate existing individual water supply and waste disposal facilities.	
Muckleshoot Reservation, entire reservation, Washington	33,000
Health needs: Safe sources of domestic water and acceptable waste disposal facilities are practically nonexistent.	
Project: Construct new or rehabilitate existing individual water supply and individual waste disposal facilities.	
Coeur D'Alene Reservation, entire reservation, Idaho	48,000
Health needs: Estimated two-thirds of the homes have unapproved water supply and waste disposal facilities.	
Project: Rehabilitate existing and construct new individual water supply and individual waste disposal facilities.	
Hoh Reservation, Hoh, Wash.	10,000
Health needs: Contaminated domestic water obtained from the Hoh River and a creek. Waste disposal facilities inadequate.	
Project: Construct community water supply and individual waste disposal facilities.	
Lummi Reservation, rural, Washington	58,000
Health needs: Springs and shallow dug wells serving Indians fail during the late summer and early fall. Dysentery is a problem on the reservation, particularly in the 1 to 9 years age group.	
Project: Construct and improve individual water supply and individual waste disposal facilities.	
Quinault Reservation, Taholah, Wash.	67,000
Health needs: Community water system deteriorated beyond repair. Waste disposal facilities insanitary.	
Project: Construct community water supply and individual waste disposal facilities.	
Colville Reservation, Inchelium area (rural), Washington	81,000
Health needs: Most homes have unsafe water supply and insanitary waste disposal facilities.	
Project: Renovate existing and construct new individual water supply and individual waste disposal facilities.	
Tulalip Reservation, Tulalip area, Washington	36,000
Health needs: Residents obtain water from insanitary wells, springs, and streams. Many homes dispose of their waste in an insanitary manner.	
Project: Construct individual water supply and individual waste disposal facilities.	
Navajo Reservation, scattered locations, Arizona and New Mexico	140,000
Health needs: Homes in small rural communities do not have adequate water supply or waste disposal facilities.	
Project: Construct low pressure water distribution systems and individual waste disposal facilities to serve 10 communities.	

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Sanitation facility projects—Continued

Navajo Reservation, scattered locations, Arizona and New Mexico	$200,000
Health needs: Safe and convenient water sources are not available to many areas of reservation. Existing communal watering points are insufficiently developed to provide needed quantity and quality of water.	
Project: Provide material and equipment necessary to develop springs and shallow wells for watering points.	
Navajo Reservation, Kayenta, Ariz	250,000
Health needs: Tribal community development program includes relocating families to Kayenta. Planned community in need of water supply and waste disposal facilities.	
Project: Construct water distribution system and sewerage system to serve planned community of 150 houses.	
Navajo Reservation, scattered locations, Arizona and New Mexico	12,000
Health needs: Sanitary waste disposal facilities generally nonexistent at reservation homes. Liquid waste disposal facilities needed at homes with running water.	
Project: Construct septic tank disposal systems at individual homes.	
Subtotal, construction projects	3,857,000
Investigations, emergency work, supplies and equipment	143,000
Severe drought conditions, floods, failure of well casings and pumping equipment, and other unforeseen conditions frequently require provision of emergency facilities to permit resumption of critical services on a temporary or emergency basis. Engineering studies must be conducted for development of water and waste disposal systems in specific Indian communities, and geological and hydrological surveys must be undertaken to locate water sources.	
Total, 1963 request for construction of Indian sanitation facilities	4,000,000

GENERAL STATEMENT

Chairman HAYDEN. Will you please explain briefly the construction proposed?

Dr. SHAW. Do you wish it placed in the record?

Chairman HAYDEN. Yes.

Dr. SHAW. It is well described in the budget, page 51 through page 98. I can briefly tell you that $3,508,000 of it was for hospitals and clinics, consisting of $884,000 for the construction of the hospital at Fort Yates approved last year; $2,097,000 for construction of the hospital at Point Barrow; and $527,000 for three health centers and three clinics; $535,000 for personnel quarters; and alterations of various types at various locations, $1,377,000; $100,000 for participation in the community hospital at Chamberlain, S. Dak.; and $4 million for various sanitation projects; which total $9,220,000 after deduction of $300,000 for unprogramed funds from prior years.

MEDICAL CENTER AT PHOENIX

Chairman HAYDEN. Last year $350,000 was added to your budget for the purpose of planning a medical center and a training facility in Phoenix, Ariz. Would you please indicate the progress which has been made with regard to this project? When do you estimate that construction contracts can be let?

Dr. SHAW. Yes, sir. We are very anxious to get this project underway. Early in the year we submitted through channels our estimate of requirements for this project. As I understand it, the Bureau of

the Budget and the Department have mutually agreed that before action will be taken on the statement of requirements, there will be an on-site evaluation by the Department and the Bureau of the Budget in Phoenix.

Mr. Fisher might have some additional information on that.

Mr. FISHER. We have the trip scheduled now, sir, for this on-site evaluation beginning the week of March 19 by representatives from the Bureau of the Budget, the Department, and the Public Health Service, so I think the project is moving along.

Chairman HAYDEN. This is land belonging to the United States? No land acquisition is required, as I understand it.

Mr. FISHER. That is correct, sir.

INDIAN PATIENTS BROUGHT IN

Chairman HAYDEN. As I understand it, Indian patients will be brought to this place.

Dr. SHAW. Oh, yes. This is going to be the hub of our hospital activities, which will be a large 200-bed medical center with 25 beds for research in the diseases and malformations of children. It will be the referral center for serious cases from our field hospitals and will be the central laboratory for the field hospitals, and field clinics. Referral of the type of heavy serious and difficult cases from the hospitals in the isolated areas into the medical center for expert definitive medical care of all kinds. It will also supply expert professional consultants in the medical specialties for the field hospitals and carry on continuous indoctrination and in service training programs.

Chairman HAYDEN. There will be actually cases of that kind brought there?

Dr. SHAW. Hundreds of them, sir. We have hospitals, as you know, at Whiteriver and San Carlos, Keams Canyon, Pima, Papago, Yuma, Colorado River, Schurz, San Xavier and Owyhee. This is a service that cannot otherwise be met because of the isolation and rapid growth of Arizona generally and because of the low level of acculturation of Arizona Indians.

Chairman HAYDEN. You not only cover the Arizona area, but portions of Nevada and other places?

Dr. SHAW. Yes, to a lesser extent.

LETTER FROM CHIPPEWA CREE TRIBE

Chairman HAYDEN. Senator Mansfield has sent me a copy of a letter addressed to him by officials of the Chippewa Cree Tribe of the Rocky Boy's Reservation, attesting to the value of your sanitation program. I will include this correspondence in the record.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
February 21, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is a letter I have received from the Chippewa Cree Tribe of the Rocky Boy Indian Reservation in Montana giving their endorsement for the work being done on the reservation under Public Law 86-121.

This Indian sanitation program apparently is being well received in this area and I thought you might like to have this letter in your file so that it could be used as evidence in support of the necessary funds which will be required in the next fiscal year under the Public Health Service program.

With best personal wishes, I am,

Sincerely yours,

MIKE MANSFIELD.

TRIBAL COUNCIL CHIPPEWA CREE TRIBE,
Rocky Boy Route, Box Elder, Mont., February 15, 1962.

Senator MIKE MANSFIELD,
Senate Office Building, Washington, D.C.

DEAR SIR: We are writing to you concerning the sanitation program being conducted on the Rocky Boy's Reservation by the U.S. Public Health Service under Public Law 86-121.

First, we wish to say that the purpose of the sanitation program, as we know it, is to educate our tribal members in sanitation and cause them to become sanitation conscious. It provides us with safe water, which is not only a convenience, but also an inportant means of combatting the many water-borne diseases so prevalent on our reservation. Before this program, we were all compelled to use contaminated surface water for our daily needs.

The sanitation program of the Public Health Service is also providing our members with sanitary, fly-tight privies and garbage pit units, so that refuse can be disposed of easily. This minimizes the danger of transmitting fly- or rodent-borne diseases.

These facilities are very much appreciated by our members, since we realize that consideration is being given to our health and welfare by Congress. The program enables us to feel that we are bettering ourselves through our own efforts, such as when we are required to contribute labor in the installation of facilities in our homes. The Public Health Service is providing employment to some of our members, and the requirement of labor contribution is providing something to do for many of our unemployed.

We have a good start now, and have projects either complete or underway on about one-third of the reservation. We are asking you to seek the highest appropriation possible for this program, in order that we may continue with these projects and extend the benefits to the whole reservation as soon as we possible can.

Sincerely yours,

THE CHIPPEWA CREE TRIBE OF THE
ROCKY BOY'S RESERVATION,
By JOE DEMONTINEY
Secretary of the Business Committee.

Attest:

THEODORE LA MERE,
Chairman of the Business Committee.

FORT HALL RESERVATION, IDAHO

Chairman HAYDEN. Senator Dworshak?

Senator DWORSHAK. Yes, Mr. Chairman. I was trying to digest these statements and check this chart. Apparently, Dr. Shaw, you feel that you are making a lot of progress with your program in increasing the amount of budget every year, and I presume that that is correct, but I should like to ask a few questions concerning the Fort Hall Reservation in southern Idaho.

I do not know whether you are acquainted with that personally?

Dr. SHAW. Yes. I was there 2 weeks ago and looked into it very carefully.

Senator DWORSHAK. Two weeks ago?

Dr. SHAW. Yes, sir.

Senator DWORSHAK. What did you find? Were you there when 1,900 Indians were in line to receive surplus food?

Dr. SHAW. No, sir.

Senator DWORSHAK. From the Government?

FLOOD IN AREA

Dr. SHAW. No, sir. I was not. I was there 1 or 2 days after the flood had receded.

Senator DWORSHAK. Did the Indians suffer much flood damage in their area on the reservation?

Dr. SHAW. We sent a sanitary engineer in there at the time of the flood to make a survey and study the needs of the Indians that came within the scope of the program. He found that 53 or 54 wells had been flooded and silted up and would require pumping out and cleaning and disinfection before they were usable.

The clinic operated throughout the flood. The children in the schools had the immunization rates as high as 90 percent and a program was immediately instituted to immunize for typhoid fever. We used the opportunity to bring up to date all types of immunizations. They were instructed and assisted in the protection and disinfection of water so that it would be safe to drink.

CHILDREN IN SCHOOL

Senator DWORSHAK. All the Indian children on the reservation attend public schools? They have no reservation schools?

Dr. SHAW. That is correct, sir.

Senator DWORSHAK. But you are talking only about the Indian children?

Dr. SHAW. No, if we went in the school in agreement with the local health department, and in cooperation with them, all of the children were treated the same way.

COOPERATION WITH OTHER HEALTH AGENCIES

Senator DWORSHAK. You were cooperating with other health agencies?

Dr. SHAW. Yes, sir, both State and local. There were a number of Indian homes—the exact number I cannot say—that were flooded.

There was some damage, but this was primarily to the floors and to personal property.

Senator DWORSHAK. Most of their huts have dirt floors, too, I think.

GENERAL HEALTH LEVEL

Dr. SHAW. The majority of them do, I believe. The clinic reported, and I saw quite a number of Indians myself, that there was never any evidence of malnutrition or starving. The general level of health was good. The attitude and cooperation between the medical staff, the local medical profession, and the local hospitals was excellent. We had had some minor misunderstanding with one of our officers in the past; but he has been transferred and Dr. Porter, the present medical officer in charge, was doing an excellent job.

FORT HALL MEDICAL PROGRAM

Senator DWORSHAK. I have here a letter written by you dated March 2 and replying to a letter that I had sent to Assistant Secre-

tary John Carver on December 29, 1961, regarding conditions on the reservation. You indicate that—

> Since the year 1961 there has not been any increase in allocation of appropriated funds for the Fort Hall Indian Reservation medical program. It is anticipated that the medical program in the Fort Hall Reservation will continue to operate at approximately the same level in fiscal year 1962 as in fiscal year 1961.

Can you tell us for the record how many personnel you have under the health program on the reservation?

PERSONNEL IN FORT HALL PROGRAM

Dr. SHAW. Yes, sir. We think we have a fairly adequate staff that are doing a very satisfactory job, and I went there particularly to be sure that this was true.

We have Dr. Porter, the medical officer in charge; Mrs. Warjack, administrative assistant; Florence Walrath, clerk-typist; a chauffeur-janitor; a staff nurse, Mrs. Curtis; a nursing assistant; a dentist, Dr. Wheelwright; a dental assistant; two public health nurses; and a clerk-typist. We have a temporary appointment to help the public health nurses, Madeline Parker. We have a sanitary aid working with the Indians in their local communities and homes on sanitation projects of all kinds.

Senator DWORSHAK. Are those all full time, except that one temporary employee?

Dr. SHAW. Yes, sir. And she is full time, too, but a temporary employee rather than having permanent status.

Senator DWORSHAK. Who was that temporary employee?

Dr. SHAW. Madeline Parker.

Senator DWORSHAK. Parker?

Dr. SHAW. Yes.

CONTRACT WITH SOUTHEAST HEALTH DISTRICT

Senator DWORSHAK. I had no particular information regarding the inadequacy of your program. I was merely trying to develop information. I was disturbed by one comment in the letter:

> We do not now have a contract with the Southeast Health District.

What does that mean? Apparently you have heretofore had a contract and you must have discontinued it.

Dr. SHAW. We are very upset that we had to accept the cancellation of this contract. I have considerable detail on it which I would be happy to discuss with you here or supply it for the record, if you wish.

Senator DWORSHAK. No; if you can send a report to me at my office I won't require you to put in too many details. You might just say in a few words why it was necessary to discontinue the contract and whether it was advisable or whether you regret that it was necessary.

INABILITY TO ACCEPT CONTRACT TERMS

Dr. SHAW. We regret that we were unable to agree on what we thought was an equitable price for a contract in accordance with the disease entities with which we were dealing, because a great deal of improvement has occurred over the last years.

Basically the contract which they insisted that we accept would have meant an expenditure of $15 per Indian just for preventive services and we could not in clear conscience justify this after a very careful detailed study of the cases and a home survey. After two extensions to permit further discussion and negotiation we finally accepted cancellation of the contract. We put the public health nurses on our own payroll and continued the program as it has been in the past.

Senator DWORSHAK. There will be no curtailment of any kind in the services which are available because you have transferred them to your own supervision?

Dr. SHAW. That is correct, sir.

LOCATION AND WORK OF SOUTHEAST HEALTH DISTRICT

Senator DWORSHAK. What does the Southeast Health District embrace? Is that Federal, or State, county, or what?

Dr. SHAW. That is a local county department. There are a number of counties. I am not well enough acquainted really to give the details.

Senator DWORSHAK. What contractual services did they bring previously? Were they extensive? How much money was involved under the contract?

Dr. SHAW. They provided public health preventive services only, some technical assistance in the general field of sanitation. Public health nursing was the main activity. Some laboratory services, and the like. The contract last year was for $10,768. The final proposal that they insisted upon was for over $30,000. We sincerely felt that this was excessive for about 2,000 Indians particularly after our careful study of the disease entities in the population.

Senator DWORSHAK. Are you equipped on the reservation through your own personnel now to replace the services previously provided by the Southeast Health District?

POPULATION OF SOUTHEAST DISTRICT

Dr. SHAW. Yes, sir. There are 4 counties in the Southeast Health District which has a 90,000 total population, about 2,000 of whom are Indians.

They have a budget of $113,000 consisting of $63,000 local funds, $1,200 State funds, $37,000 Federal grant-in-aid funds, and then they had our contract for $10,768 last year.

Senator DWORSHAK. Do you plan to use the money previously paid to the district to provide comparable services through your own facilities and personnel on the reservation?

Dr. SHAW. Yes, sir; and the same public health nursing personnel were transferred to our payroll, so there is actually no change whatever in the program.

Senator DWORSHAK. When they were under the supervision of the Southeast Health District you provided money to pay their salaries and other expenses and now that will be changed?

Dr. SHAW. Yes, sir.

WORSENING OF CONDITIONS AT FORT HALL

Senator DWORSHAK. Of course you know that Assistant Secretary Carver is from Idaho, and I have been very critical not only during the past year, but during the past 9 years when we had a Republican administration. I have been very unhappy over the fact that we continue to increase the budget for all activities of the Indian Bureau, including the health services, although I do not know how rapidly your budget hasb een increasing but; it seems to me that—and I am sure that your visit 2 weeks ago would corroborate some of the things I am saying now—conditions have been increasingly worse on the Fort Hall Indian Reservation for the past 20 years.

The Indians notwithstanding, with the facilities for reclamation and for other economic activities to increase self-sufficiency, they have been more dependent upon the Federal Government, and I do not know what can be done.

I am not particularly referring to the health situation, but the overall status is bad. They have to even carry their household water, their drinking water, from distant places in containers, and there are other conditions.

IMPROVEMENT IN HEALTH CONDITIONS

Of course you are not responsible for the mud floors or for the conditions which generally exist. Had you been on the reservation previous to 2 weeks ago?

Dr. SHAW. This was my second visit.

Senator DWORSHAK. When were you there previously?

Dr. SHAW. 1954 or 1955; about that time.

Senator DWORSHAK. You would not recall during that interim whether conditions have become better or worse?

Dr. SHAW. They have become much, much better from a health standpoint.

Senator DWORSHAK. I am inclined to agree with you if you have been carrying on the program there with the large staff you have. You should have improved their sanitary conditions.

Dr. SHAW. I can justify this statement by saying that I studied all of the deaths last year. There were two deaths in the 1 to 4 age group; one in the 25 to 29; one in the 40 to 44; two in the 45 to 49; one in the 55 to 59; and six over 60 years of age. This is about the same breakdown you would find in the general population.

SANITATION PROJECTS

With respect to water, last year we had one of our sanitation projects in Gibson District of $89,000, in which the Indians worked with us cooperatively. They participated with both money and, above all, labor. Fifty-three new wells were dug; 127 homes were supplied with water in the home and sanitary waste disposal, so that the supply of water, the control of the sanitation problems, in this major segment of the reservation particularly, has been pretty well solved.

Senator DWORSHAK. Do you have some more work along that same line?

Dr. SHAW. We have other projects being developed which will eventually cover the entire reservation.

Senator DWORSHAK. That is the same program that was authorized a couple of years ago for all of our Indians where they have subnormal water facilities?

Dr. SHAW. Yes, sir. It has been very effective.

COMPLETION DATE FOR SANITATION PROJECTS

Senator DWORSHAK. How many years will it take to complete that throughout the country?

Dr. SHAW. We have, including this budget before you, $10 million made available through 1963. The total need is in the neighborhood of about $70 million for the 400,000 Indians and Alaskan natives involved.

Senator DWORSHAK. Then, based on the observations you made recently at Fort Hall you feel that progress is being made and that sanitary conditions and the health services are functioning very satisfactorily?

Dr. SHAW. Yes, sir. Our new medical officer in charge, Dr. Porter, is working very closely with the Public Health nurses and with the tribal health committee. The patient load in the clinic is running between 50 and 75 or more a day now, most of whom are children. In this budget we have funds for the the construction of a new clinic at Fort Hall to replace the quarters that we are presently occupying in the basement of the old hospital building. The Bureau of Indian Affairs occupies the rest of the building.

NEW CLINIC AT FORT HALL

Senator DWORSHAK. How much is provided for that?

Dr. SHAW. $166,000.

Senator DWORSHAK. For a clinic?

Dr. SHAW. Yes, sir.

Senator DWORSHAK. Will you have beds in that?

Dr. SHAW. No, sir; this clinic will have all of the activities of a health department and a doctor's office, including laboratory and X-ray. The effort will be made to prevent diseases and treat them early, rather than to hospitalize.

HOSPITALIZATION UNDER CONTRACT

Senator DWORSHAK. They do have a small hospital there. I do not know whether it is still operating.

Dr. SHAW. There are two hospitals in town that we have contracts with that give us very excellent services.

Senator DWORSHAK. You do not operate a hospital on the reservation?

Dr. SHAW. No.

Senator DWORSHAK. You did have one a few years ago, as I recall it.

Dr. SHAW. The Bureau of Indian Affairs I think closed it during the war and it has never been reopened.

Senator DWORSHAK. And now all of the hospitalization is off the reservation under contract?

Dr. SHAW. Under contract. It is only a short distance of about 12 miles over modern highways.

Senator DWORSHAK. With the hospital in Blackfoot?

Dr. SHAW. Yes. And it works very well indeed.

INDIANS ON RELIEF ROLLS

Senator DWORSHAK. I do not know whether you were informed during your visit that most of the Indians there were on the relief rolls so far as surplus food is concerned. Is that a condition which is found generally on all reservations, or is that somewhat unusual so far as Fort Hall is concerned?

Dr. SHAW. This is a general condition. The Indians unfortunately —Fort Hall is an exception as to location—are in those parts of the country that are most isolated, the most arid and have the poorest economic base, so that the average Indian family income is less than a thousand dollars a year; so most of them, generally speaking, are at the indigent level. Fort Hall is no exception

FOOD DISTRIBUTION

Senator DWORSHAK. How is that distribution of food handled? Through joint efforts of the Indian Bureau and the State or county officials?

Dr. SHAW. State welfare through the regular surplus commodities procedure in cooperation with the tribe and the Bureau of Indian Affairs. We work with them from a nutritional point of view so that the Indians will know and understand how to use the surplus commodities and maintain a balanced diet, which is necessary for health.

COMPLETION DATE FOR CLINIC

Senator DWORSHAK. One more question: When will this clinic be completed according to your planning?

Dr. SHAW. Mr. Read?

Mr. READ. I would say that it would probably be completed by a year from this July.

Senator DWORSHAK. You are moving ahead with the planning now?

Mr. READ. We are beginning the initial program planning.

Senator DWORSHAK. Of course you have not received the construction funds?

Mr. READ. That is right. The planning funds and construction funds are included in this budget.

Senator DWORSHAK. Have you not done any planning yet?

Mr. READ. Other than just preliminary planning, no, sir.

Senator DWORSHAK. You have a lot more planning to do before the actual construction begins?

Mr. READ. That is right. We have built similar clinics elsewhere and with relatively little work it can be rather quickly adapted to the problem and site at Fort Hall.

Senator DWORSHAK. Thank you, Dr. Shaw. Thank you, Mr. Chairman. I might merely add that I do hope the Health Service will watch the situation on the Fort Hall Reservation. You are getting more funds and expanding these programs and it would seem that conditions there so far as I know anything about the Indian

reservations in our country are immeasurably worse than normal and it will take a lot of persistent effort to improve the conditions so that the Indians get what they are entitled to have under all of our programs.

PER CAPITA HEALTH EXPENDITURE AT FORT HALL

Dr. SHAW. I agree with you, sir. I could give you just one more statistic. We are running about $110 to $120 per Indian per year for health services. In the Indian population there is about three times as much disease as in the average general population. This compares to an expenditure in the general population of about $160 per year for health services.

Senator DWORSHAK. Your $120 is for the 380,000 Indians?

Dr. SHAW. Yes.

Senator DWORSHAK. On reservations?

Dr. SHAW. That is correct, compared with the general civilian expenditure per head of $160 per year for health services. We have a real problem and unfortunately we still have to establish priorities for service, but I think I can rightfully state with pride that field staff is doing an excellent job.

ALASKAN HEALTH SITUATION

Senator DWORSHAK. Mr. Chairman, I do not know whether you have explored the program of health in Alaska. Has there been anything on that?

Chairman HAYDEN. Yes. We took testimony on that.

Senator DWORSHAK. I was up there several years ago and I was shocked by the conditions that were prevalent among the natives.

Chairman HAYDEN. Apparently there has been a marked improvement.

Senator DWORSHAK. Thank you.

QUESTIONS SUBMITTED BY SENATOR MUNDT

Chairman HAYDEN. Senator Mundt was unable to be present this morning. He has furnished me with this list of questions. Would you please provide for the record answers to Senator Mundt's questions?

Dr. SHAW. Yes, sir.

(The questions referred to and answers follow:)

INCREASE IN CONTRACT PATIENT CARE

Senator Mundt's question No. 1: I note that on page 25 of the justifications that the general hospitalization item for the contract patient care program has been increased from $4,745,200 in fiscal year 1962 to $5,440,000 in fiscal year 1963, or by a total of $694,800.

It appears from these figures that you are giving greater emphasis to this program, for which I am pleased; but I do note that the costs for the program in 1963 will be approximately 7 percent above the costs for 1962, which would seem to indicate that approximately $330,000 of the increase for fiscal year 1963 will be required to maintain the program at the same level that it was operated at in 1962. Is this true?

This would seem to mean that only about half of the $694,000 increase for this program in fiscal year 1962 will actually go to expanding the service of the program. Is this true?

Answer. It is true that the increase of $694,800 for the hospitalization of general patients represents only approximately $330,000 to cover the expected rise in costs for the 1962 average daily patient load of the 462 patients plus approximately $365,000 to fund the additional expected 33 patients per day in 1963.

FUNDS FOR NONELECTIVE AND NONEMERGENT CASES

Senator Mundt's question No. 2: With further reference to the contract patient care program, I note that the item for physicians' service for fiscal year 1963 is $154,000 above the fiscal year 1962 level. This would seem to indicate that the Indian Health Service is following the recommendations made by this subcommittee last year that greater emphasis be placed on nonemergent or elective surgical cases.

However, I am perplexed by the comment in the justifications that "the request for additional funds in the amount of $154,000 reflects rising costs of medical care." Does this statement mean that the increased funds will actually provide no more services but will only be used to offset the rising costs of medical care?

If this is so, how large an amount of additional funds will be required to make some really meaningful progress in handling the backlog of elective or nonemergent surgical cases?

Answer. The increase of $154,000 is projected to cover only the rise in costs of physicians services in 1963 over 1962. It is estimated that an additional amount of $120,000 would be required to continue the attack on the backlog of elective and nonemergent cases.

HEALTH CENTER FOR STANDING ROCK SIOUX

Senator Mundt's question No. 3: Last year Congress appropriated funds in the amount of $319,000 for a health center and personnel quarters at McLaughlin to serve the members of the Standing Rock Sioux Tribe residing in the area.

Could you please give me a progress report on this project, and can you tell me whether the funds appropriated last year will be sufficient to do the work as planned?

Answer. A site selection committee visited McLaughlin, S. Dak., in December 1961 to select a suitable site for the new Indian Health Center and personnel quarters. The committee inspected four sites and recommended the procurement of one of these sites as being most suitable for the proposed project. The recommendation was concurred in by the Division of Indian Health and the Aberdeen area medical officer in charge was authorized, on February 26, 1962, to proceed with the necessary appraisals and to obtain a formal option for purchase of the recommended site. Apportionment of the necessary funds is being requested of the Bureau of the Budget and it is planned, as soon as funds are made available, to proceed with acquisition of the site. It is considered that the funds appropriated last year will be sufficient to do the work as planned.

HOSPITAL AT FORT YATES, N. DAK.

Senator Mundt's question No. 4: On page 59 of the justifications sheets there is an item of $884,000 for construction funds for a new Indian hospital at Fort Yates, N. Dak., to serve the Standing Rock Sioux Tribe.

When is this new facility scheduled for completion, and how large a staff do you intend to use in this facility?

Answer. The new Fort Yates Indian Hospital is scheduled for completion in the fall of 1964 and will have approximately 70 employees consisting of doctors, nurses, and other supporting staff.

SANITATION FACILITY AT PINE RIDGE, S. DAK.

Senator Mundt's question No. 5: I note on page 89 of the justifications sheets that funds in the amount of $295,000 are required for a sanitation facility project at Pine Ridge, S. Dak., and funds in the amount of $96,000 have been required for similar facilities on the Sisseton Reservation.

Could you give me some idea of the time schedule for the completion of these projects?

Answer. Preliminary plans for the Pine Ridge project are completed. It is planned to initiate construction work late this summer and to complete the project by the fall of 1963. Some of the units of the project would be placed in service prior to completion of the entire project.

At Sisseton it is planned to go out for bids for well drilling in the fall of 1962 and to complete the project in the summer of 1963.

COMMUNITY HOSPITAL AT CHAMBERLAIN, S. DAK.

Senator Mundt's question No. 6: I note on page 86 of the justifications sheets that you list an item of $100,000 for fiscal year 1963 for community hospitals serving Indians and non-Indians. In the explanation of the next item you state, "Under this authority an amount of $100,000 is estimated for fiscal year 1963 for a potential project at Chamberlain, S. Dak."

I assume that these funds would be used for an addition to the Bailey Community Hospital. Could you provide us with a fuller explanation of the project, and an explanation of the significance, if any, of the use of the term "potential project?"

Answer. The Bailey Community Hospital proposes the construction of a seven-bed addition to the existing hospital, as well as alterations to various areas in the facility. It has been determined that seven hospital beds and attendant service facilities in addition to those currently available are necessary for the care of Indians in the Lower Brule and Crow Creek service areas. On January 11, 1962, the Public Health service advised the hospital of its willingness to make an offer of financial assistance in the construction of additional facilities. The offer which it is proposed to make will be based upon the cost of the project which is attributable to Indian health needs, which will be the seven-bed addition together with a portion of the proposed alterations. The Division of Indian Health recently requested the Aberdeen area medical office in charge to clarify with the administrator some details of information submitted by the hospital upon which an offer of assistance can be based.

With reference to the term, "potential project," this term is used in the sense of "the proposed project" but it is our custom to use this description during the development period until a formal offer is made and accepted by the sponsor.

SANITATION PROJECTS

Senator Mundt's question No. 7: I notice on page 29 of your request that you have a $1 million increase for Public Law 86-121 sanitation projects over fiscal year 1962. How will this be implemented as the activity budget request shows no corresponding increase in staff to carry it out?

Answer. Under the request as submitted, we would plan to defer initiation of many projects until late in the fiscal year 1963, unless supporting staff is provided to permit an earlier start. As I indicated to the committee last year, we have felt that this cooperative Public Health Service tribal construction activity could be implemented on reasonable schedule with additional staff of 10 positions for each $1 million increase in the construction level. The support costs for such staff would require an increase of $100,000 in the activity budget.

Chairman HAYDEN. We thank you, doctor.

Dr. SHAW. Thank you, sir.

COMMUNICATIONS

Chairman HAYDEN. The following letters with regard to 1963 appropriations for the Division of Indian Health will be placed in the record.

Letter from Mr. Royal D. Marks, Phoenix, Ariz.

Letter from Mr. Harold Farley, director, State-Federal programs, Department of Education, Boise, Idaho.

(The letters referred to follow:)

LAW OFFICES,
MARKS AND MARKS,
Phoenix, Ariz., February 13, 1962.

Hon. CARL HAYDEN,
Senator From Arizona,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: It has been some time since I have had occasion to write you regarding matters pending in Congress, especially affecting Indians, but there has been brought to my attention an appropriation matter that is pending and with which I am sure you are familiar.

I am currently a member of the Board of Directors of the Governors' Interstate Indian Council and not only as a representative of said council but being vitally interested in our good Indian citizens of the State of Arizona, as well as throughout the country, I am writing to ask your support of the Division of Indian Health's 1963 fiscal year appropriations.

The Health Committee of the Governors' Interstate Indian Council has informed those of us who represent the Governors of our various States on this council that the appropriation requested for Indian health of $68,500,000 is the bare minimum which will satisfactorily carry on the Indian health program. As you know, the President has requested for Indian health activities, $57,500,000, and these funds will be used for hospital health services, community field health services, and services for Indian patients through contractural arrangements with private hospitals. With respect to construction, the request is $11 million, which funds will be used for the construction of new facilities and renovation of existing facilities, and we in Arizona are certainly proud of the new hospital on the Papago Reservation, and there is a very fine one being built at San Carlos. Out of the $11 million recommended for construction, we respectfully urge you to support $6 million for sanitation facilities projects as authorized under Public Law 86–121. These funds are urgently needed, especially on our Indian reservations in Arizona.

Since Indian health has come under the public health department we have seen some fine progress but certainly the funds as requested are badly needed to continue a fine program.

I know you are asked to support appropriations for numerous activities and projects and I also know you are making strong efforts to place a ceiling on various projects and I highly commend you for your attitude. I also know that you realize the dire need for better and enlarged health programs for our Indian citizens. Whatever you can do on behalf of our Governors' Interstate Indian Council and the Indian citizens here in Arizona in this behalf, will be sincerely appreciated.

Dad joins me in sending best regards.

Sincerely,

ROYAL D. MARKS.

STATE OF IDAHO DEPARTMENT OF EDUCATION,
Boise, March 1, 1962.

Hon. FRANK CHURCH,
Senator for Idaho,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: In the summer of 1961 I was Governor Smylie's representative to the Governor's Interstate Indian Council and attended their meeting at Billings, Mont. At this meeting we had a discussion of the Indian health activities and facility construction activities of the Division of Indian Health of the Medical Services Division of the Department of Health, Education, and Welfare. An appropriation of $57,500,000 for hospital health services for Indians, services for contractural arrangements with private hospitals, and community health services was approved by the 22 members of the Governor's Interstate Indian Council. Approval was also given for an appropriation of $11 million for construction of new hospital facilities, staff housing, and renovation of existing facilities; $6 million of the $11 million was for sanitation facilities projects as authorized under Public Law 86–121. We were assured by the Division of Indian Health that they can adequately administer the aforementioned during the fiscal 1963 year.

I realize that you are asked to support many different appropriations for numerous activities and projects and that effort must be made to place ceilings on certain project activities. I feel that the above appropriations in the field of

health for Indian people should be adequate to meet the problem of Indian health. We, in the State of Idaho, seem to be unable to cope with the magnitude and the extent of the health problems of the various Indian communities through finances from municipal, county, or State resources.

Your support of the projected appropriations for Indian health activities and construction would be deeply appreciated by many of the Indian citizens of our State, as well as many other of our State's citizens.

This communication is submitted with the approval of the Governor of Idaho in accordance with the provisions of section 67–802(4), Idaho code.

Sincerely,

HAROLD FARLEY,
Director, State-Federal Programs.

National Capital Planning Commission

STATEMENTS OF MRS. JAMES H. ROWE, JR., CHAIRMAN; WALTER C. LOUCHHEIM, MEMBER; WILLIAM E. FINLEY, DIRECTOR; DANIEL H. SHEAR, GENERAL COUNSEL; ELLIS F. PRICE, CHIEF, FEDERAL PLANNING DIVISION; AND JOHN R. PRITCHARD ADMINISTRATIVE OFFICER

Justification

Chairman Hayden. We will next hear from the National Capital Planning Commission. The budget estimate for fiscal year 1963 for salaries and expenses of the National Capital Planning Commission and the National Capital Regional Planning Council is $625,000, an increase of $100,000 over the amount approved for fiscal year 1962.

The justification for this estimate will be placed in the record.

(The justification referred to follows:)

Summary of Appropriation Estimates

National Capital Planning Commission, National Capital Regional Planning Council, fiscal year 1963

Item	Fiscal year 1961	Fiscal year 1962	Fiscal year 1963
Salaries and expenses appropriation:			
National Capital Planning Commission	$355,700	$436,700	$527,300
National Capital Regional Planning Council	79,300	88,300	97,700
Total	435,000	525,000	[1] 625,000
Salaries and expenses, open space study, National Capital region			65,000
Land acquisition, National Capital park, parkway, and playground system:			
Sec. 1-a, George Washington Memorial Parkway:			
Fairfax County, Va			
Montgomery County, Md			100,000
Prince Georges County, Md	250,000	500,000	
Sec. 1-b, Maryland stream valley parks			[2] 600,000
Sec. 1-c, Virginia stream valley parks			[3] 600,000
Sec. 4, Park, parkway and playground system in the District of Columbia			
Total	250,000	500,000	1,300,000

[1] $100,000 increase is $89,000 for 1st year costs for private office space; $5,000 for expenses of moving; and $6,000 to reduce lapses in permanent positions.
[2] All Montgomery County.
[3] Fairfax County, $500,000; Arlington County, $50,000; Alexandria, $50,000.

National Capital Planning Commission

PROGRAM AND PERFORMANCE

1. *Planning development of the National Capital.*—The Commission is charged with planning the orderly development and redevelopment of the National Capital and the conservation of the important natural and historical features thereof. Its membership consists of five private citizens chosen for their experience in city

and regional planning and seven ex officio members who are officials having responsibility for development of the Nation's Capital.

2. *Coordinating metropolitan area planning.*—The National Capital Regional Planning Council coordinates planning in the counties and cities of the metropolitan area. Its membership is composed of the Chairman of the Planning Commission, the Engineer Commissioner of the District of Columbia, and four representatives each from Maryland and Virginia, who are nominated from the State planning agencies.

The Commission and Council continue to work together in the closest possible way. Although there are inherent conflicts in the relationship between the two agencies in terms of Federal and local development policies, close staff liaison has been able to avoid such conflicts. Real progress has been made during the last fiscal year in establishing a formal link with the Washington Metropolitan Regional Conference, which is the forum of elected and appointed officials from all levels of government in the National Capital region. The conference has for the first time a small staff and has been making great progress in getting political leaders to think as regional citizens in the tackling of the wide variety of problems involved around the growth and the coordination of the metropolitan area. It is assumed that in time the conference will achieve formal legal status and that the Regional Planning Council as it exists in its present form could well then become the planning arm of the conference. Therefore, these early years of informal cooperation are crucial.

National Capital Regional Planning Council

The National Capital Regional Planning Council was established by act of Congress in 1952, as part of Public Law 592. The Regional Planning Council is composed of representatives of the planning agencies which have jurisdiction in the region as defined by Public Law 592: The District of Columbia; Montgomery and Prince Georges Counties in Maryland; and in Virginia, Arlington, Fairfax, Loudoun, and Prince William Counties, and the municipalities of Alexandria and Falls Church. The National Capital region comprises more than 2,300 square miles and includes more than 2 million persons.

Services and facilities

Public Law 592 provides that the National Capital Planning Commission shall provde such technical and clerical assistance and such other services and facilities as may be necessary for the performance of the regional Council's functions. The Council may also accept such assistance as may be made available by any State or local governmental authority having jurisdiction in the region. During the first several years of its existence, the Council's resources were inadequate to meet its responsibilities, and its staff and funds were only slowly expanded. As the National Capital Planning Commission, too, remained understaffed until recently, the services it could render the Council were necessarily meager. However, the complete integration of Council and Commission staffs has now been attained to such a point that during the preparation of the year 2000 plan the Council's staff resources could have been considered to have undergone a three fold expansion. With this particular effort concluded, this extraordinary amount of staff collaboration will subside. However, the Council will continue to lean heavily upon the Commission's Technical Services Division, and of course, the regular day-to-day cooperation between the two staffs will prevail. For further expansion-of-its resources, the Council will look elsewhere.

Local planning agency staff contributions have been helpful to the Council. During the preparation of the region's first general development plan in 1956—it became the land-use basis of the transportation plan, National Capital region—the information, data, and top-level staff time contributed by the local planning agencies to the Council are conservatively estimated to have amounted to $25,000. It is through the expansion of local contributions that the Council will seek to augment its resources, and an effort will be made now to secure financial assistance as well as services from the localities. While Public Law 592 does not permit the Council to receive moneys from sources other than the Federal Government, discussions are now in progress seeking to work out program relationships with the Washington Metropolitan Regional Conference which will enable local and Federal moneys to be harnessed.

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Operations of the Council

Under the law, the Council's two main responsibilities are to develop and maintain a general plan for the development of the region, and to reconcile the land-use requirements of the Federal and District installations with the land-use requirements of the localities. To accomplish these ends, the Council works with and through the National Capital Planning Commission and the several local planning agencies in the National Capital region. With the formation of the Washington Metropolitan Regional Conference, however, and the proliferation of new agencies with regionwide jurisdictions and responsibilities, the environment within which the Council works has been profoundly altered. During fiscal year 1963, the Council intends to propose whatever modifications in its operating procedures or changes in its basic structure it deems necessary to meet the needs of its changing political environment.

Program, the next 5 years

There follows a 5-year planning program for the Council:

1. Adopt and maintain a series of land development policies—growing out of the communities response to the year 2000 plan.
2. Adopt, publish, modify, and maintain the general plan for 1980.
3. Complete a regional open-space plan.
4. Prepare a general sketch plan for the Baltimore-Washington region with the Baltimore Regional Planning Council.
5. Prepare an economic development plan for the region.
6. Develop a data-gathering and processing program for regional statistics, to provide current and projected population, economic, land use, and other useful data to all planning agencies, as well as to all other public and private agencies utilizing such statistics, and to assist in the establishment of a separate statistical agency in which all kinds of statistical data will be available.
7. In conjunction with the National Capital Planning Commission maintain a pool of possible sites for new or relocated Federal and District agencies in the environs.
8. In conjunction with the regional sanitary board, adopt and maintain a regional plan for the development of water supply and sewage disposal facilities.
9. Establish a closer working relationship with the Washington Metropolitan Regional Conference.
10. Develop a stronger regional staff committee program.
11. Maintain a regional planning programing system which will permit a continual evaluation of the status of the area's many Federal, State, and local planning projects and programs.

Program, fiscal year 1963

During fiscal year 1963, the Council proposes the following program:

1. Maintain and revise, as necessary, the general development plan (of 1956), accounting for new conditions suggested by further research into the year 2000 plan proposals, the Baltimore-Washington sketch plan, and the details for a transit system as they are worked out.
2. Conclude the open-space plan and conduct a continuing open-space development program.
3. Conclude a regional housing market analysis and projection.
4. Continue long-range economic forecasting and planning, this program being augmented by the retention of an economist on the staff of the Planning Commission, for the regional economic projections being prepared for the Council by the National Planning Association.
5. Establish a regional planning programing system which will permit a continual evaluation of the status of the area's many Federal, State, and local planning projects and programs.
6. Continue the Baltimore-Washington program relationship leading toward the development of a unified general plan for the combined metropolitan areas.
7. Develop a systematic statistical data-gathering process for the accumulation of planning data useful to the many planning agencies in the area.

Increases contained in this estimate are as follows:

	Commission	Council	Total
1. Reduction in lapse figure for permanent positions	$6,000		$6,000
2. Rental of 16,106 square feet of private office space, at $5.50 per square foot, releasing 10,995 square feet of Government space in the Interior Building	80,100	$8,900	89,000
3. Moving expenses in connection with "2" above	4,500	500	5,000
Total	90,600	9,400	100,000

It was necessary to budget in fiscal year 1962 an excessively high lapse figure of $17,957 for permanent positions. This makes it impossible to fill positions as soon as they are vacated. It is expected that full staffing will be possible during fiscal year 1963 and the increase requested herein is to reduce the lapse to a more practical amount.

The Commission and Council have outgrown the 10,995 square feet of Government office space provided in the Interior Building. Repeated requests for additional space in the Interior Building or elsewhere have been denied because of lack of space. It is expected that the staff will total 65 persons by the start of fiscal year 1963, including a portion of the staff financed by transfer funds from the Redevelopment Land Agency. It is desirable that all Commission personnel be housed in one building, and preferably on one floor for efficient operation. It should be noted that of the 16,106 square feet for which funds are requested, 10,995 square feet will be released in the Interior Building for other Government uses.

The General Services Administration has estimated that it will cost $5,000 to move our equipment and materials from the Interior Building to a new building in the vicinity.

General Statement

Chairman Hayden. We would be pleased to hear from you, Mrs. Rowe.

Mrs. Rowe. Mr. Chairman, I have no prepared statement. We have a rather modest budget, as you see. I would like to introduce to you Mr. Louchheim, who is also a member of the Planning Commission.

Mr. Pritchard is the administrative officer. Mr. Finley is the director.

MOVING OFFICE OF COMMISSION

You have the budget and I thought we could answer any questions. I might just explain the administrative budget. There is no increase in the number of members of the staff. The increase in the budget is for a nonrecurring item. We are moving the Planning Commission offices this year from the Department of the Interior Building, where they have been since 1937.

Chairman Hayden. Is that the additional $100,000?

Mrs. Rowe. That is $94,000 of it. $89,000 of it is for rent and $5,000 for moving. This will be a 1-year expenditure, because in the following year I understand the rent will be paid by GSA.

Chairman Hayden. Where will this new office space be located?

Mrs. Rowe. Seventeenth and Pennsylvania Avenue in a private building.

The special item aside from the administrative budget is for a study of open space.

OPEN-SPACE STUDY

Chairman HAYDEN. Yes; there is a request for $65,000 for salaries and expenses in connection with the open-space study being undertaken for the National Capital region. The narrative submitted in support of this request will be included in the record.

(The information referred to follows:)

OPEN-SPACE STUDY, NATIONAL CAPITAL REGION

The National Capital Planning Commission and the National Capital Regional Planning Council hereby request an appropriation in the amount of $65,000 for consulting services essential to the undertaking of an open-space study for the National Capital region.

The year 2000 plan for the National Capital region recommends general policy proposals for the future development of the region, intended to secure for the people of this area the most satisfying and efficient urban environment possible. Critical to the attainment of these objectives is the necessity to determine how to accomplish the open-space recommendations in the plan, because the urbanized development envisioned cannot be accomplished unless the open-space plans are carried out.

To be successful, the National Capital open-space study must investigate the complex nature of the subject matter, touching upon nearly every aspect of metropolitan development, ranging from the economic impact of various development alternatives to the identification of irreplaceable geographic features. In general, however, it is intended that the study should develop detailed estimates of open-space needs for the year 2000; it should relate these to the specific resources available; it should examine closely the legal, financial, and administrative means by which the needs can be met, emphasizing particularly how the year 2000 plan recommendations can best be implemented by Federal, State, and local agencies.

The national problem of securing adequate future open space in urban areas has recently been recognized by the 87th Congress through title VII of the Housing Act of 1961 through which substantial funds for open-space planning and acquisition will be made available to urban areas.

An adequate open-space study will cost more than $65,000. In the interest of assuring local support, the Commission and the Council have requested the financial participation of the Washington Metropolitan Regional Conference, a forum of local governments in the region. The conference has expressed its interest in the study, and it is assumed that it will provide matching funds. The Washington Center for Metropolitan Studies has similarly expressed interest, and has offered to undertake supporting research if the Planning Commission's study is approved.

AVAILABILITY OF HOUSING PROGRAM FUNDS

Chairman HAYDEN. Is title VII of the Housing Act of last year entitled "Open Space Land" available for this purpose?

Mrs. ROWE. I believe that that has been oversubscribed. Is that correct?

Mr. FINLEY. Mr. Chairman, the Commissioner of the Urban Renewal Administration of the HHFA has indicated that open space matching funds through that Agency would not be available for any program for which there is another Federal program, such as the Capper-Cramton Act for this region; so this would not be a competitive financing system.

Chairman HAYDEN. Will you advise the committee of the plans for the use of this money?

Mrs. ROWE. Yes.

Chairman HAYDEN. $65,000.

Mrs. ROWE. $65,000. We have submitted a description to you. I think it is particularly appropriate that this study comes the week after the President's message on conservation and its importance, in which he pointed out how quickly the urban areas are growing and gobbling up the countryside. He suggested that the Nation give its attention to ways for preserving the countryside.

This would be a study of legal methods, administrative methods, not only for public acquisition, but a way to preserve the natural resources that we have and which are disappearing so rapidly with the population and industrial growth.

LAND ACQUISITION, NATIONAL CAPITAL PARK, PARKWAY, AND PLAYGROUND SYSTEM

Chairman HAYDEN. $1,300,000 has been requested for land acquisition for the National Capital park, parkway, and playground system in fiscal year 1963.

The justification for this request will be included in the record.

(The justification referred to follows:)

The act approved April 30, 1926 (43 Stat. 463), creating the National Capital Park and Planning Commission, predecessor to the present Commission, authorizes and directs the Commission "to acquire such lands as in its judgment shall be necessary and desirable in the District of Columbia and adjacent areas in Maryland and Virginia, within the limits of the appropriations made for such purposes, for suitable development of the National Capital park, parkway, and playground system."

The Capper-Cramton Act of May 29, 1930 (46 Stat. 482) and amendments thereto (the act of Aug. 8, 1946, 60 Stat. 960, Public Law 592 approved July 19, 1952, and Public Law 85-707 approved Aug. 21, 1958) authorize the Commission to acquire land for a comprehensive park, parkway, and playground system for the National Capital and environs. Section 1(a) of the 1930 act, as amended, authorizes appropriations of $6,750,000 for the George Washington Memorial Parkway; section 1(b), contributions and advances totaling $5,250,000 to the Maryland-National Capital Park and Planning Commission, acting for and on behalf of the State of Maryland; section 1(c), contribution of $4,500,000 to the Virginia-National Capital Park Authority, established under the Park Authorities Act of the State of Virginia; and section 4 authorizes $16 million for the acquisition of park, parkway, and playground lands within the District of Columbia.

The $1,300,000 in this budget request is to be spent for land acquisition under the Capper-Cramton Act as follows:

(*a*) For the George Washington Memorial Parkway under sec. 1(a)	$100,000
(*b*) Extension of stream valley parkways into nearby Maryland, under sec. 1(b) of said act	600,000
(*c*) Extension of stream valley parkways into nearby Virginia, under sec. 1(c) of said act	600,000
(*d*) Park, parkway, and playground system within the District of Columbia under sec. 4 of said act	
Total	1,300,000

Under section 1(a) funds requested herein are the Goverment's one-half matching share for Maryland and contributions will be received from the local jurisdiction matching these funds. Under sections 1(b) and 1(c) funds requested are the Government's one-third contribution.

The attached tabulation shows funds appropriated through fiscal year 1962 under the Capper-Cramton Act, amounts authorized, and balances available for appropriation.

National Capital Planning Commission

Capper-Cramton Act appropriations, fiscal years 1931–62, inclusive

Fiscal year	Total appropriation	Sec. 1(a), George Washington Memorial Parkway		Stream valley			Sec. 4, District of Columbia
				Sec. 1(b) (Maryland)[1]		Sec. 1(c) (Virginia) grant	
		Virginia	Maryland	Loan	Grant		
1931 [2]	$5,000,000	$117,120.24	$120,579.76	$535,867.00	$267,933.00		$3,958,500.00
1936	800,000						800,000.00
1937	600,000	100,000.00	100,000.00	133,334.00	66,666.00		200,000.00
1938	893,700						893,700.00
1939	925,000			200,000.00	100,000.00		625,000.00
1940	1,150,000		150,000.00				1,000,000.00
1941	850,000						850,000.00
1942	1,300,000		250,000.00	133,333.00	66,667.00		850,000.00
1943	200,000	200,000.00					
1944	740,000						740,000.00
1946	393,994						393,994.00
1947	867,750						867,750.00
1948	279,000	130,576.46	69,423.54				79,000.00
1949	400,000			106,000.00	53,000.00		241,000.00
1950	695,000			332,000.00	166,000.00		197,000.00
1951 [3]	599,500			265,000.00	132,500.00		202,000.00
1952	155,000						155,000.00
1953	66,000						66,000.00
1954	100,000	100,000.00					
1955	545,000	110,000.00	25,000.00		126,000.00		284,000.00
1956	500,000	45,000.00	183,000.00		124,000.00		148,000.00
1957	1,250,000	438,000.00			287,000.00		525,000.00
1958	1,393,000		75,000.00	212,000.00	106,000.00		1,000,000.00
1960	2,286,000	62,000.00			150,000.00	$150,000.00	1,924,000.00
1961	250,000		250,000.00				
1962	500,000		500,000.00				
Subtotal	22,738,944	1,302,696.70	1,723,003.30	1,917,534.00	1,645,766.00	150,000.00	15,999,944.00
Transfer from Arlington County, Va., to Montgomery County, Md., Jan. 31, 1953		−1,650.00	1,650.00				
Transfer between funds (Arlington), Mar. 31, 1953		−336.09			452.12		−116.03
Adjusted total	22,738,944	1,300,710.61	1,724,653.30	1,917,534.00	1,646,218.12	125,000.00	15,999,827.97
Grand total	22,738,944	3,025,363.91		3,563,752.12		150,000.00	15,999,827.97
Authorization	32,500,000	[4] 6,750,000.00		3,000,000.00	[4] 2,250,000.00	4,500,000.00	16,000,000.00
Balance	9,761,056	3,724,636.09		1,082,466.00	603,781.88	4,350,000.00	172.03

[1] 8-year interest-free loans advanced to Maryland-National Capital Parks and Planning Commission for land acquisition, the entire amount of which is due to be returned to the U.S. Treasury.

[2] National Capital Planning Commission allocated to separate sections of Capper-Cramton Act for this fiscal year only. For subsequent fiscal years Congress appropriated funds under separate sections of the act.

[3] Does not include $125,000 appropriated but returned to the U.S. Treasury as required by Public Law 253 dated Nov. 1, 1951.

[4] Authorization for sec. 1(a) reduced by $750,000 and sec. 1(b) Maryland grant increased by $750,000 in accordance with action by the Commission on Oct. 2, 1958. Public Law 85-707, approved Aug. 21, 1958, authorized the adjustments.

NOTES

The total of $1,724,653.30 for Maryland under sec. 1(a) includes funds for loans made as follows:

Oct. 1, 1941, agreement "AA," Maryland	$50,000
Nov. 18, 1943, agreement "BB," Maryland	68,000
Total	118,000

No loans have been made to Virginia under any section of the act.

George Washington Memorial Parkway—Sec. 1(a), act of May 29, 1930

Virginia	
Maryland	$100,000
Total	100,000

Of the $6,750,000 authorized by section 1(a) of the Capper-Cramton Act (46 Stat. 482) for this project, a total of $3,025,363.91 has been appropriated to date. This section of the act provides "for the George Washington Memorial Parkway, to include the shores of the Potomac and adjacent lands, from Mount Vernon to a point above the Great Falls on the Virginia side * * * and from Fort Washington to a similar point above the Great Falls on the Maryland side except within the District of Columbia, and including the protection and preservation of the natural scenery of the gorge and the Great Falls * * *."

The amount of $100,000 is being requested for the parkway on the Maryland side of the river to complete acquisition of land in Montgomery County from the District of Columbia line to Great Falls and the connecting roadway between the parkway and the Little Falls Branch Parkway.

Extension of the National Capital parks into nearby Maryland under provisions of section 1(b) of the act of May 29, 1930, as amended, $600,000

Section 1(b) of the act of May 29, 1930 (46 Stat. 482), as amended, for the acquisition of certain interior stream valleys in metropolitan Maryland in Montgomery and Prince Georges Counties, provides as follows:

"(b) For the extension of Rock Creek Park into Maryland as may be agreed upon between the National Capital Park and Planning Commission and the Maryland-National Capital Park and Planning Commission, for the preservation of the flow of water in Rock Creek, for the extension of the Anacostia Park system up the valley of the Anacostia River; Indian Creek, the Paint Branch and Little Paint Branch, the Northwest Branch, and Sligo Creek; of the Oxon Run Parkway from the District of Columbia line to Marlboro Road; and of the George Washington Memorial Parkway up the valley of Cabin John Creek, Little Falls Branch and Willet Run * * *."

This section authorizes appropriations of $5,250,000, of which $3,563,752 has been made available. The request herein is for $600,000 which constitutes the Government's grant to be matched by $1,200,000 from State or other funds.

Extension of the park and parkway system of the National Capital in the Virginia environs of Washington under provisions of Section 1(c) of the Act of May 29, 1930, as amended, $600,000

Section 1(c) of the Act of May 29, 1930 (46 Stat. 482), as amended provides as follows:

"(c) For the extension of the park and parkway system of the National Capital in the Virginia environs of Washington, as may be agreed upon between the National Capital Planning Commission and a park authority established under the Park Authorities Act of the State of Virginia (and such other public bodies as may be authorized under the laws of the State of Virginia), up the valleys of Hunting Creek, Cameron Run, Holmes Run, Tripps Run, Four Mile Run, Pimmit Run, Accotink Creek, and tributaries of such streams, and over other desirable lands, $4,500,000. * * *"

A total of $150,000 provided under this section in fiscal year 1960 was the first time funds were requested and appropriated. The request herein is for $600,000 which constitutes the Government's grant to be matched by $1,200,000 from State or other funds.

PARKS, PARKWAYS, AND PLAYGROUNDS IN THE DISTRICT OF COLUMBIA, SEC. 4, ACT OF MAY 29, 1930

Section 4 of the act of May 29, 1930 (46 Stat. 482) authorized the Commission to acquire land for a comprehensive park, parkway, and playground system for the National Capital, and authorized $16 million for the acquisition of park, parkway, and playground lands within the District of Columbia, "as required for the expeditious, economic, and efficient accomplishment of these purposes." Under this and prior authorization, the Commission has undertaken and is now actively engaged in carrying out a progressive, long-time program of land acquisition based upon a comprehensive plan. The entire $16 million authorized was appropriated through fiscal year 1960.

Through the close of fiscal year 1961 this Commission had expended $13,707,175.34 and reimbursements from the District of Columbia through Ocotber 1961 amounted to $13,444,719.94, leaving a balance due of $262,455.40.

Section 1(a) George Washington Memorial Parkway, Maryland, $100,000

An appropriation of $100,000 will be required for the acquisition of lands for the George Washington Memorial Parkway in Montgomery County, Md., pursuant to section 1(a) of the Capper-Cramton Act (46 Stat. 482). The Maryland-National Capital Park and Planning Commission at its meeting on October 13, 1961, indicated its willingness to match that amount in accordance with the Capper-Cramton Act and at such time as an appropriation is made.

This amount will be used to complete acquisition of all the lands necessary to permit construction by the National Park Service, as a part of its Mission 66 program, of a four-lane divided roadway in the parkway from the District of Columbia line to Great Falls and the connecting roadway between the George Washington Memorial Parkway and the Little Falls Branch Parkway.

Title to all lands necessary for this purpose has been acquired by the Commission by direct purchase or by declaration of taking in condemnation proceedings, except the D.C. Transit Cabin John right-of-way and certain lots in the Bon Air Heights and Brookmont subdivisions. The $200,000, together with amounts heretofore made available by agreements between the National and Maryland Commissions relating to the parkway but not yet disbursed, would be utilized to acquire such properties by direct purchase or condemnation and to meet deficiency judgments in pending condemnation proceedings in which title to the lands has passed to the United States but final awards have not been entered.

Section 1(b) Maryland stream valley parks, $600,000

	Loan	Contribution
Authorizations (adjusted)	$3,000,000	$2,250,000
Appropriations to date	1,917,534	1,646,218
Balance	1,082,466	603,782
Amounts requested herein		600,000
Balance	1,082,466	3,782

Land is acquired by the Maryland-National Capital Park and Planning Commission with the aid of one-third contribution from the National Capital Planning Commission for the extension of the District of Columbia park system into Maryland and to help in the abatement of flooding and polluting of the Potomac River.

Since the end of World War II, the suburban areas of the National Capital have been expanding at an unpredictable rate and in 1951, because of World War II and the Korean war, the Federal Government had fallen far behind in its one-third share of the Maryland stream valley program and the National Capital Planning Commission, with the approval of the President of the United States, entered into an agreement with the Maryland-National Capital Park and Planning Commission to empower it to acquire land within the authorized and approved stream valleys from park development, maintenance, or borrowed funds, which would be repaid at one-third the cost if and when appropriated by the Congress of the United States.

Maryland has strong laws for the acquisition of park land. Private land can be held in abeyance for 3 years without taxes, but then must be acquired or withdrawn from the park project. The Maryland-National Capital Park and Planning Commission has pursued this law to its fullest extent. In spite of the tremendous pressure being brought upon the Maryland commission by residents and citizen associations to establish local parks which would be of more benefit to them, that commission has never relaxed in its efforts to carry out the stream valley program. They have diverted money from other much-needed projects to acquire critical parcels of land in the stream valleys because they know that as land is commercially developed, the storm water runoff increases as much as 50 times that of undeveloped land and the protection of the Potomac River and the tributaries is most crucial. These parcels of land, although in projects authorized and approved by the National Capital Planning Commission, are becoming widely distributed and must be tied together into continuous units or their effectiveness will be lost.

The resources of the Maryland-National Capital Park and Planning Commission to acquire land in advance with funds from other sources has now been stretched to the limit and if Federal funds are further curtailed, the program for the preservation and prevention of pollution of the Potomac River will be seriously affected.

Rock Creek Park, unit No. 6, Montgomery County, $155,000

This unit of Rock Creek lies on the west side of Viers Mill Road between Gaynor Road on the south and Halpine Road on the north. This unit contains approximately 155 acres, and a portion has been acquired by the Maryland-National Capital Park and Planning Commission to prevent private development and increased land costs. The pressures exerted to use this land for various commercial ventures and their resulting higher land costs necessitated the reduction of the total proposed area of this unit from 185 acres to its present size.

There is a great demand for the major sports center which is planned in this park unit. A 6,000 seating capacity stadium, a fieldhouse, a large athletic field area, parking for some 2,000 automobiles, a park drive, and a small pond are the major proposals for this unit. In 1958, it was estimated that the development costs for this unit alone would exceed $1 million.

It is estimated that this unit will cost $465,000 for which funds are hereby requested on the basis of $155,000 as a Federal grant to be matched by the Maryland commission in the amount of $310,000.

Rock Creek Park, unit 7B, Montgomery County, $90,000

This unit is the last in Rock Creek Park within the former limits of the Maryland-Washington metropolitan district. It extends from the limits of the former Bullis tract (unit 7A) on the south to a line 300 feet north of and parallel to the Rockville-Norbeck Road on the north. This park unit contains 114 acres some of which has been acquired by the Maryland-National Capital Park and Planning Commission from park development and other funds to preserve this unit.

A trunk sewerline has been extended up this stream valley unit and the provision of public sanitary facilities is providing the impetus for residential development. In June 1960, a preliminary plan covering 308 acres and providing for 936 dwelling units was approved for an area a short distance to the east of this unit. An additional subdivision development east of this unit is likely to begin in the near future. Because of the danger of encroachment by subdivision development, the remainder of this unit should be acquired as soon as possible.

A recreation building, several athletic fields, a small lake, and a park drive are development features proposed for this unit. A large passive recreation area is also to be provided. The cost of this proposed development will exceed $175,000 according to current estimates.

It is estimated that this unit will cost $270,000 for which funds are hereby requested on the basis of $90,000 as a Federal grant to be matched by the Maryland commission in the amount of $180,000.

Northwest Branch Park, unit No. 4, Montgomery County, $210,000

Unit 4 of Northwest Branch Park lies between Colesville Road on the south and Glenmont-Colesville Road on the north. It is a part of the Anacostia River park system which extends out from the District of Columbia into Prince Georges and Montgomery Counties. The acquisition of this unit is in accord with the logical extension of the stream valley park system along the Northwest Branch. As this unit is planned, it contains approximately 392 acres, part of which has been acquired by the Maryland-National Capital Park and Planning Commission from park development and from other funds to preserve this unit. In addition to the acreage acquired, an option has been obtained on an additional 65.8-acre parcel.

A sanitary trunk sewer is proposed for the entire length of this unit and most of this system has been installed. Immediate acquisition of the remaining 197.5 acres is necessary. Subdivision projects are threatening to encroach upon the park areas, particularly the areas that are suitable for active recreation. Land values in the area are rising sharply. Unless prompt action is taken, it may be necessary to drastically reduce the park area because of economic considerations.

As it is now proposed, the southern portion of this unit, because of the natural beauty of the vegetation, massive rock outcroppings, and because of the privacy that is afforded by the rugged terrain, will be retained mostly in its natural state for passive forms of recreation. In addition, two small active recreation centers are proposed. In the northern portion of the unit, a larger community

recreation center and a park drive are proposed. In 1958, the cost of these development projects was estimated to exceed $500,000.

It is estimated that this unit will cost $630,000 for which funds are hereby requested on the basis of $210,000 as a Federal grant to be matched by the Maryland Commission in the amount of $420,000.

Cabin John Creek Park, unit 2, Montgomery County, $85,000

This unit of Cabin John Creek Park extends north to unit 1 and is bounded on the west by Seven Locks Road, on the north by River Road and on the east by the proposed right-of-way for the Cabin John connection to the Capital Beltway. There are approximately 94 acres in this unit of which 7.7 acres have been acquired by the Maryland-National Capital Park and Planning Commission from park development and other funds to preserve this unit.

This unit has been reduced from approximately 142 acres to its present size because of the proposed highway link. A proposed large-scale housing development of some 218 proposed lots to the east of the proposed highway connection will consume land that was originally intended to be part of this park unit. Subdivision activity in this area is increasing rapidly and property values are rising steadily. Part of the impetus behind these movements is the completed Cabin John trunk sewer.

This unit is one of the finest areas of natural park land within the limits of the Capper-Cramton system. There are steep, rugged hillsides with large virgin forests and picturesque valley meadows. The extraordinary variety of physical characteristics within this unit make it a highly desirable passive recreation area.

It is estimated that this unit will cost $255,000 for which funds are hereby requested on the basis of $85,000 as a Federal grant to be matched by the Maryland Commission in the amount of $170,000.

Cabin John Creek Park, unit No. 3, Montgomery County, $60,000

Unit No. 3 of Cabin John Creek Park is on the south side of River Road and on the west side of Seven Locks Road. This unit contains approximately 72 acres. None of this acreage has been acquired by the Maryland-National Capital Park and Planning Commission in advance of Federal funds. A continuous and rapid program for the acquisition of this and other units along Cabin John Creek is required because of the installation of the Cabin John trunk sewer. The availability of public sewer is causing demands for more intensive land use within the watershed. This demand is also resulting in increasing land costs in the area. The proposed commercial zoning on the north side of River Road oppositethis unit is also likely to contribute to the rising cost of land. Quarrying operations within this unit are gradually destroying some of this area's natural assets. This is another factor requiring prompt acquisition.

A water feature is proposed in the northwestern portion of this unit. A large area recreation center is proposed within this unit. This center is to include a community building, several athletic fields, tennis courts, an archery range, a large picnic area, and parking space for approximately 290 automobiles. The location of this center near the intersection of River Road and Seven Locks Road is likely to attract a considerable amount of recreational use.

It is estimated that this unit will cost $180,000 for which funds are hereby requested on the basis of $60,000 as a Federal grant to be matched by the Maryland Commission in the amount of $120,000.

Sec. 1(c), Virginia stream valley parks, $600,000

Authorization	$4, 500, 000
Appropriations to date	150, 000
Balance	4, 350, 000
Amount requested herein	600, 000
New balance	3, 750, 000

For many years Maryland has been acquiring stream valley park land under the original authorization of the act of May 29, 1930. Much pollution and flooding has been eliminated by these acquisitions, in addition to reserving almost 4,000 acres of valuable park land for public use.

The amendment of this act, in 1952, extended the same benefits to Virginia and authorized $4,500,000 for this purpose. Until recent years, Virginia had no park authority or other authorized agency and made no use of this authorization. As a result, many of the streams are polluted, eroded, and threatened with encroachment.

In order to interest its citizens in the important stream valley program, Fairfax County requested a Federal contribution of $100,000 for the fiscal year 1960, and Arlington County requested $50,000, both counties allocating the required two-thirds of the cost.

Fairfax County has hired consultants who have produced a public facilities plan including neighborhood, stream valley and regional parks.

Arlington County has again requested contribution of funds for the continued acquisition of land in the Four Mile Run Valley and the city of Alexandria for its section of the Holmes Run Valley.

This request includes $600,000 for contributions to the Virginia stream valley program.

Pimmit Run Park, Fairfax County, $35,000

The first unit of Pimmit Run Park is located southeast of Pimmit Hills. The Pimmit Hills subdivision started shortly after World War II was created mostly as a veterans' project. Although it is located at the headwaters of Pimmit Run, it created a storm water problem within itself. The Fairfax Park Authority, again hoping to abate this problem and prevent flooding and pollution, is starting at the headwaters and working downstream. There are approximately 120 acres in this project and the cost is estimated at $105,000. The U.S. share (one-third of the cost) will be $35,000.

Accotink Creek tributaries, Fairfax County, Va., $355,000

Accotink Creek flows into the Potomac River just south of Fort Belvoir. Its tributaries fan out in many directions throughout Fairfax County, some much closer to urban areas than the creek itself. The policy of the Fairfax County Park Authority is to start acquiring wooded park land near the headwaters of the stream and close to urban developments where the bulldozer is most threatening. This is a wise decision because the acquisition of these areas does much to prevent pollution and flooding as well as providing much needed park land for nearby communities. Three such areas are available and included in this program. The first is in the vicinity of Annandale and is partly on the Accotink and partly on Coon Branch, contains approximately 585 acres, and is estimated to cost $315,000. The second is on Long Branch and not far from the town of Fairfax and other populated areas and contains 400 acres, estimated to cost $400,000. The third is near Springfield and adjoins the old Fort Belvoir Reservoir, which the park authority is now leasing from the Department of the Army. This unit contains approximately 242 acres of which 110 is water. Land adjacent to the reservoir on Accotink Creek consisting of about 200 acres will be acquired at the estimated cost of $350,000.

The total estimated cost of these units is $1,065,000. The U.S. share (one-third of cost) will be $355,000.

Cameron Run Park, Fairfax County, $35,000

The Alexandria portion of this valley is almost entirely occupied by the Cameron freight yards of the Southern Railroad and will not be acquired. The Fairfax portion is low flat submarginal land which has been partly filled and is almost denuded of vegetation. Much can be done in the way of planting by the park authority to improve the flooded and polluted condition that exists today. The flatness of the land is ideal for large recreation areas so badly needed by the many low income families in this immediate neighborhood. There are approximately 128 acres within this unit which will be bordered by the Washington Circumferential Highway and it is estimated to cost $105,000. The U.S. share (one-third of the cost) will be $35,000.

Holmes Run Park, Alexandria, $50,000

Holmes Run is one of the tributaries of Cameron Run and extends approximately 2½ miles through the recently annexed portion of Alexandria and then into Fairfax County. The character of valley changes from flatland to steep wooded hillsides. In the flatter areas there are subdivisions close to the stream where the ground and trees have been leveled by the bulldozer. In some cases the city has been able to acquire long narrow slivers of land, but it is still possible to save many acres of wooded hillside and tie together some of the existing park land into a large usable and protective area. It is estimated that approximately 50 acres can be acquired for $150,000. The U.S. share (one-third of the cost) will be $50,000.

Holmes Run Park, Fairfax County, $75,000

In the last year more detailed plans and firm appraisals have been made in the Fairfax portion of the Holmes Run Valley. These indicated that only that portion beyond Lake Barcroft could be acquired with the funds allocated. The area between the Alexandria city line and Lake Barcroft, mostly steep wooded hillsides, forms a vital link in this stream valley system and is in immediate danger of encroachment by the rapidly expanding Bailey's Crossroads area where wooded park land will soon be at a premium. This unit contains 92 acres and is estimated to cost $225,000. The U.S. share (one-third of the cost) will be $75,000.

Long Branch, Four Mile Run Park system, Arlington County, $50,000

Long Branch is one of the very few, beautiful small stream valleys left in Arlington County. There are several rapids or small waterfalls in this wooded valley which has been preserved in its natural condition only because the lots in this section of the old Glen Carlyn subdivision were very large and the houses were placed on the higher land. No houses will be acquired because the laws of Arlington County prohibit their condemnation for park purposes. This unit contains approximately 15 acres and is estimated to cost $150,000, and the U.S. contribution (one-third of the cost) is $50,000.

BREAKDOWN OF LAND ACQUISITION EXPENDITURES

Chairman HAYDEN. Will you please outline for the committee the proposed expenditure of this sum, indicating the various amounts to be used for land acquisitions in the different jurisdictions?

Mrs. ROWE. The first item of $100,000 is for the completion of the purchase of the right-of-way for the George Washington Memorial Parkway. It is for land in Montgomery County to complete the holding there.

The two $600,000 items are for the acquisition of stream valley parks in Montgomery County and in northern Virginia. This is under the Capper-Cramton Act. If you would like any details on that, I am sure Mr. Finley or Mr. Price would be glad to give you those.

Senator MUNDT. On that point, Mr. Chairman, will you yield for a question?

Chairman HAYDEN. Yes.

ACREAGE OF GEORGE WASHINGTON MEMORIAL PARKWAY

Senator MUNDT. In connection with the George Washington Memorial Parkway system, how many acres do you contemplate purchasing?

Mr. PRICE. This fund is simply for the acquisition of the streetcar right-of-way, which is absolutely necessary for the construction of the road and a small amount for the connection to the Little Falls Branch Parkway. I think it is about 25 acres altogether.

Senator MUNDT. Is this the property now owned by the D.C. Transit company.

Mr. PRICE. Yes.

Senator MUNDT. How much do you propose to pay for it?

Mr. SHEAR. Mr. Chairman, if I may, we have not prepared an appraisal of that property at the present time. Our best estimates are only very preliminary in nature, so that we are not——

Senator MUNDT. You are asking for $100,000.

Mr. SHEAR. $100,000, sir, which will be matched by $100,000 from the Maryland-National Capital Park and Planning Commission, or a total amount of $200,000, which would be available for the portion of the D.C. Transit right-of-way in Montgomery County.

NEED FOR ACREAGE

Senator MUNDT. Do you have the measurements of that land? Is that 25 acres in a square, compact unit, or is it 25 acres of lineal mileage?

Mr. PRICE. There are about 10 acres of it in a little compact unit, but the streetcar line, of course, stretched out from the District of Columbia line all the way to Cabin John.

Senator MUNDT. I can see how you might need that trackage to broaden your parkway. I cannot see why you need the 10 acres, or 25 acres, or whatever it is in a block which reaches back from that; unless you are going to build a monument base, or a park, or something else, a parking lot.

Mr. PRICE. It connects with the Little Falls Branch Parkway in Maryland which extends all the way to Bethesda. It will be a connection through the lower end of the George Washington Memorial Parkway to the parkway in Maryland which will be under the jurisdiction of the Maryland National Capital Park and Planning Commission and is partly constructed now.

TYPE OF LAND INVOLVED

Senator MUNDT. Will any of that land be suitable for building lots?

Mr. PRICE. It is very, very rugged, though there are, I think, two houses in the area now which will have to be acquired; but it is pretty hard to get to them. They actually are lotted.

Senator MUNDT. The land you are buying for parkway purposes is not going to be that kind of mountainous terrain that you cannot get to, or are you going to have to build a highway through a tunnel?

Mr. PRICE. It is going to be a maximum grade to make a considerable cut and fill.

Senator MUNDT. Are you buying more land than you need for the parkway? Is it sort of an investment, or for some other purpose?

Mr. PRICE. No, what we are actually buying is what will be needed for the connection.

Senator MUNDT. For the parkway? For the highway and then what you would call a reasonable amount on each side of the highway?

Mr. PRICE. Yes, sir.

Senator MUNDT. And nothing more?

Mr. PRICE. Nothing more.

Mr. FINLEY. Sir, if I may respond to that, the areas that are not in the linear, former track area are the slopes adjacent to the parts of the parkway that are already constructed and an extension of it into the parkway itself from the upper portion of Montgomery County; and we are not buying what you describe as general park land to all. It is essential for the piecing together of the entire system.

Mr. SHEAR. Mr. Chairman, it might be helpful if Mr. Price pointed out where that connection is on the large map.

Mr. PRICE. The green along the river is the George Washington Memorial Parkway. The streetcar right-of-way extends from the District line to the vicinity of Cabin John Creek.

The green here is the Little Falls Branch Parkway in Maryland, and there will be a connection. If you can see this little dot of red, that is what we are acquiring in the Little Falls Branch area.

Mr. FINLEY. In addition to the District of Columbia right-of-way.

Mr. PRICE. Only the area in green and that little area in red connecting the two together.

Senator MUNDT. Either you or one of your associates said this was pretty rugged land.

Mr. PRICE. Yes, sir.

COST OF HIGHWAY

Senator MUNDT. Is this going to be a correspondingly costly highway to build, or are you building around the rugged areas? What are you trying to do with this? Have a scenic road, or a general utility road that you are going to try to make fast time on?

Mr. PRICE. It will be a cut and fill. We will have to cut part and fill the other. It will be more-or-less a bulldozer job in getting up the hill.

Senator MUNDT. Is the purpose of the road mostly to provide a scenic trail, or is it to move traffic in considerable volume with rapidity?

Mr. PRICE. It supposedly will be a parkway-type of road.

Mr. FINLEY. It would be used for commuting but its primary purpose is scenic.

Senator MUNDT. Its primary purpose is scenic?

Mr. FINLEY. That is right.

Senator MUNDT. That is all, Mr. Chairman.

SYCAMORE ISLAND CLUB

Chairman HAYDEN. Last year in response to my question, Mr. Finley said that you were unable to reach agreement with the Sycamore Island Club which would place title to Sycamore and Upper Sycamore Islands in the United States. The club is willing to give a scenic easement. Will this not be sufficient to assure that the island will not be used for commercial purposes? Why would fee title to the islands be necessary?

Mr. FINLEY. May I refer that to Mr. Shear, our general counsel, please, sir.

SCENIC EASEMENT

Mr. SHEAR. Mr. Chairman, we have submitted, and you may desire to incorporate in the record, a communication on this subject in which we pointed out that our client for the purposes of the parkway, the National Park Service, has indicated to us that in its view a scenic easement would not be sufficient to protect the national interest in the George Washington Memorial Parkway, and it has requested us to acquire, when we do acquire and if we do acquire any interest in the islands, fee simple title to the islands, offering to the Sycamore Island Club the same kind of arrangement which was made with the Washington Biologists Field Club in connection with Plummer's Island.

That is to say, a right in perpetuity to use the islands for the purposes of the club, reserving to the public the title to the property and prohibiting any commercialization of the islands.

The arrangement which the owners of the island have heretofore been willing to enter into, that of granting scenic easement, we are advised by the National Park Service, has not been a successful device in other parts of the country.

NO APPROPRIATION FOR INTEREST IN ISLANDS

I might point out, sir, that we do not now have funds, nor would the additional appropriation which we have requested in our budget estimates this year, he used for the purpose of acquiring any interest in the islands.

The $100,000 which we are requesting is for the connection to the Little Falls Branch Parkway and for the D.C. Transit right-of-way. It would not be used for the acquisition of any interest in the islands.

We do not have other funds available for this purpose and we do not contemplate any acquisition at the present time.

VALUE AND POSSIBLE USE OF ISLAND

Chairman HAYDEN. What is the dollar value of the islands? How much would you have to pay if you bought them?

Mr. SHEAR. I do not know, sir. I do not think we have a current appraisal on the islands and I have no figure in mind.

Chairman HAYDEN. I am a little bit confused. What is the specific use proposed for the islands if you do acquire them?

Mr. SHEAR. It would be preserved in its natural state as a conservation area as part of the total George Washington Memorial Parkway area.

Senator MUNDT. Is the island being commercialized now?

Mr. SHEAR. No, sir; not to our knowledge.

Mr. FINLEY. It is now used for a private club.

Senator MUNDT. For a private club?

Mr. FINLEY. Yes, sir. They are keeping it in very good natural condition. We have no complaints about the method of operation. We just were urged by the National Park Service not to settle for less if we were going to acquire it; which we are not in a position to do at this time.

Chairman HAYDEN. Have you any further questions?

Senator MUNDT. No.

Chairman HAYDEN. Senator Dworshak? Do you have any questions?

REASON FOR VACATING OFFICE SPACE

Senator DWORSHAK. Yes, Mr. Chairman. I wanted a little information why it is necessary to relinquish space in the Interior Department building and go outside and use private spcae?

Mrs. ROWE. The Commission offices are very crowded. The Department of the Interior would very much like to have the space to use for their own personnel and that combination made it imperative for us to find a new home.

Senator DWORSHAK. For how many years have you been using the space in the Interior Building?

Mrs. ROWE. Since 1937.

Senator DWORSHAK. 25 years.

Mr. FINLEY. I might point out, sir, that the space was designed especially for the Planning Commission in 1937 and you can well imagine that it is not terribly appropriate now.

SENATOR DWORSHAK. Was there not some additional space contiguous to your quarters there that could have been utilized?

Mr. FINLEY. We have utilized all the additional space that was originally planned for a gallery and this is inside space, very inappropriate for personnel uses; but Interior has indicated to us that there is not 1 square inch available to us.

ANNUAL RENTAL OF NEW QUARTERS

Senator DWORSHAK. What will the annual rental be of your new quarters?

Mrs. ROWE. The first year is $89,000, and it will be the same thereafter.

Mr. FINLEY. For 10 years. It is a 10-year lease.

Senator DWORSHAK. What building are you going to use?

Mrs. ROWE. It is the building at 17th and Pennsylvania. It is now under construction.

Senator DWORSHAK. You are paying $5.50 per square foot?

Mr. FINLEY. That is right.

Senator DWORSHAK. Is that in conformity with current rates? It sounds a little high, does it not?

Mrs. ROWE. It has been approved by the GSA and the Bureau of the Budget as the going rate.

Mr. FINLEY. It is the standard going rate for a new private office building. This will not be a recurring item in our budget. It will be paid for by the GSA in their total annual rental budgets in subsequent years.

Senator DWORSHAK. GSA will take care of it after this year?

Mr. FINLEY. Yes.

Senator DWORSHAK. Why is it in your budget?

Mr. FINLEY. Because the law requires that the operating agency pay the first year's rent only.

TOTAL PERSONNEL

Senator DWORSHAK. I see. How many personnel are you adding for the next year?

Mr. FINLEY. None, sir.

Senator DWORSHAK. How many do you have now?

Mrs. ROWE. Forty-five.

Senator DWORSHAK. Forty-five.

Mrs. ROWE. Yes.

NATIONAL CAPITAL DOWNTOWN COMMITTEE

Senator DWORSHAK. That is all, Mr. Chairman.

Chairman HAYDEN. There will be inserted in the record a letter from Mr. Robert C. Baker, president of Downtown Progress, together with a copy of a resolution, supporting the budget request of the National Capital Planning Commission for an open-space study.

80391—62——57

(The letter and resolution referred to follow:)

DOWNTOWN PROGRESS,
NATIONAL CAPITAL DOWNTOWN COMMITTEE, INC.,
Washington, D.C., February 26, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee of the Department of Interior and Related Agencies, Senate Appropriations Committee, U.S. Senate, Washington, D.C.

DEAR SIR: We wish to express our strong support of the pending request for funds to permit the National Capital Planning Commission to begin taking positive steps to assure the more orderly development of the Washington metropolitan area. The specific budget item is "Salaries and expenses, open-space study, National Capital Region," $65,000, an important first step in the implementation of the policies recommended in "A Plan for the Year 2000."

A copy of our formal action with respect to this is enclosed.

Sincerely,

ROBERT C. BAKER, *President.*

POLICY STATEMENT ADOPTED BY THE EXECUTIVE COMMITTEE OF THE NATIONAL CAPITAL DOWNTOWN COMMITTEE, INC.

The action plan for downtown now being prepared by Downtown Progress will substantially conform with the policies set forth in "A Plan for the Year 2000" recently published by the National Capital Planning Commission and the National Capital Regional Planning Council.

Downtown Progress endorses especially the recommendations of the planning agencies for the completion of the Inner Loop and Center Leg Freeway system and for the early development of a "high-grade mass transportation system." Downtown Progress heartily endorses a balanced transportation system with alternative choices available to the public. The rapid completion of these major means of access to the central business area will be the key to the revitalization of downtown.

The National Capital Planning Commission and the National Capital Regional Planning Council are to be commended for their thoughtful analysis of the future and for this imaginative guide for the growth of the National Capital area. The National Capital plan for the year 2000 demonstrates that there is a method available for the community to grow in an orderly fashion rather than chaotic. Surveys of this type, unless followed by specific programing, become lost and result in no action.

Therefore, it is recommended that the National Capital Planning Commission and the National Capital Regional Planning Council be supported with sufficient budgetary requirements to continue specific detailing of the plan for the year 2000 working with appropriate governmental bodies so as to develop in addition to the plan, a specific program for adoption by the District of Columbia and the neighboring governmental bodies which will permit the plan to become a reality and to avert growth on a nonplanned basis which eventually would produce chaos.

Chairman HAYDEN. We thank you for your appearance.

Mrs. ROWE. Thank you, Mr. Chairman.

NATIONAL CAPITAL TRANSPORTATION AGENCY

STATEMENT OF C. DARWIN STOLZENBACH, ADMINISTRATOR

JUSTIFICATIONS

Chairman HAYDEN. We will next hear from the National Capital Transportation Agency.

The National Capital Transportation Agency estimates its 1963 requirements for salaries and expenses at $4,450,000. This is an increase of $3,490,000 over the amount appropriated for this purpose in fiscal year 1962.

The justification submitted in support of this request will be printed in the record.

(The justifications referred to follow:)

NATIONAL CAPITAL TRANSPORTATION AGENCY

Salaries and expenses

Appropriation 1961	$250,000
Appropriation 1962	875,000
Supplemental appropriation 1962	85,000
Total appropriation 1962	960,000

Summary of increases 1963

Personnel costs (additional staff requirements in fiscal year 1963 and to provide for positions filled during fiscal year 1962 at a full annual rate in fiscal year 1963)	514,000
Special engineering feasibility analyses and economic studies	2,840,000
Miscellaneous administrative support costs	136,000
Budget estimate 1963	4,450,000

Analysis by object of expense

		Estimate 1962	Estimate 1963	Increase (+) or decrease (−)
11	Personnel compensation	$602,000	$1,116,000	+$514,000
12	Personnel benefits	40,000	73,000	+33,000
21	Travel and transportation of persons	20,000	30,000	+10,000
22	Transportation of things	9,000	12,000	+3,000
23	Rent, communications and utilities	54,000	125,000	+71,000
24	Printing and reproduction	10,000	15,000	+5,000
25	Other services	160,000	3,000,000	+2,840,000
	Services of other agencies	32,000	49,000	+17,000
26	Supplies and materials	8,000	10,000	+2,000
31	Equipment	25,000	20,000	−5,000
	Total	960,000	4,450,000	+3,490,000

EXPLANATION OF THE ESTIMATE

The estimate for salaries and expenses fiscal year 1963 provides for the salaries of 98 full-time positions and expenses of temporary part-time or intermittent personnel including consultants and experts employed in connection with the technical programs of the Agency. In addition, the estimate includes all expenses such as contracts for special engineering and technical studies, transportation and per diem costs incident to temporary duty travel of the staff, communication services, office supplies, rental of space, equipment, and other incidental expenses.

Approximately $1,189,000 or 26.7 percent will provide for salaries and related personnel benefit costs, $3 million or approximately 67.4 percent for special contracts,[1] and the balance of $261,000 or 5.9 percent for other administrative support costs.

During the current fiscal year the Agency has organized its staff around the most pressing tasks assigned by the Congress: recommendations for organization and financial arrangements for transportation in the National Capital region, to be submitted to the President by November 1, 1962, and the transit development program which includes both currently urgent programs and long-range solutions of the region's transportation problems. In the following paragraphs, the explanation of the salaries and expenses estimate is set forth in terms of major divisions of staff.

PLANNING AND FINANCE

The Agency's fiscal year 1963 estimate provides for an increase of nine positions in the permanent staff of the Bureau of Planning and Finance together with funds for contracts and for expenses of part-time or intermittent experts and consultants.

By the close of fiscal year 1962 this office will have reached the stage where preliminary evaluations can be made as to—

1. The type of transportation system best suited to the Washington metropolitan region.
2. The location, cost and revenues of a significant portion of a rapid transit system within the District of Columbia; and
3. The desirability of providing commuter service on existing suburban rail lines.

In addition, work on finance proposals for inclusion in the Agency's November 1, 1962, report to the President will be well along. Finally, the preparation of the transit development program—including analysis of overall transportation needs—will advance significantly during fiscal year 1962.

Planning and finance work in fiscal year 1963 will have two phases. The first half of the year will be spent in completing (*a*) the finance and other portions of the Agency's November report to the President; and (*b*) the planning necessary for the Agency's prospective 1963 legislative proposal leading toward construction of initial portions of the transit system. The second phase will occur after January 1963 and will involve concentrated effort on preparation of the Agency's total transit development program for the National Capital region. The former phase will in part be an extension of work begun in fiscal year 1962. The latter phase—further advancement in the preparation of the total transit development program—needs to be compressed into this period in order that the engineering work may proceed. This will require—

1. Completion of projections of regional economic activities and land-use data, estimates of population, labor force, residential distribution, and location of public facilities.
2. Collation of survey data on present travel patterns in the National Capital region.
3. Completion of projections of overall transportation demand in the National Capital region based on the work outlined in 1 and 2 above and development and testing of alternative transit and highway systems.
4. Detailed cost-benefit analyses of alternative regional highway and transit systems with particular emphasis on suburban services.
5. Selection of a proposed total system and detailed decisions on, stations, feeder lines, and parking lots.
6. Reevaluation of the projections outlined in 1 above to take into account the impact of the proposed transit facilities on regional development.

[1] This item broken down as follows:

Engineering feasibility analyses	$2,000,000
Engineering plans	700,000
Planning and economic studies	300,000

7. Coordination of the planning of the transit development program with activities of other planning agencies both public and private.

8. Further development of plans and consultation related to financing the transit system.

The sum of $300,000 is requested for contracts designed to complement staff work on the foregoing projects. These funds will be spent for computer services, drafting and map services, land inventories, right-of-way appraisals, a study of means of increasing the utilization of existing arterial streets, a fare-structure study, additional financing plan analyses, a study of potential sources of non-operating revenue, system cost-benefit analyses, and station location studies.

ENGINEERING AND OPERATIONS

The Agency's fiscal year 1963 estimate provides for an increase of nine positions in the permanent staff of the Bureau of Engineering and Operations, together with funds for special feasibility analyses, contracts, and for expenses of part-time or intermittent experts and consultants.

The Office of Ways and Structures will develop general route plans for the ultimate rapid transit system and will make recommendations as to which routes should be constructed in the first stage of actual construction. Included in these plans will be the recommended layout for the downtown distributor, including general design of station, yard, terminal, shop, miscellaneous facilities and buildings required to permit operation of the facilities constructed under stage 1 and to meet the ultimate requirements of the completed system. Details of subway design will be influenced by the type of vehicle chosen. This Office will originate and supervise, in collaboration with the Office of Equipment, research on advanced vehicle concepts. It will also originate and supervise research on soil solidification processes in use and under development, in an effort to determine whether a high-level subway can be constructed in the Washington area by the tunnel method. This is a project of extreme importance; if such a method can be developed it will very materially affect the costs of constructing the subway, and the time schedule under which it is constructed.

The Office of Operations, to be established during fiscal year 1963, will gather data on current operations of public transportation in the region in order to plan for the best use of existing facilities in connection with the new rapid transit system to be proposed in the Agency's transit development program.

The Agency must make a decision during the forthcoming year as to whether the future mass transit system for the National Capital region shall be a product of conventional or advanced technology. There have been relatively few improvements in mass transit technology over the past 60 years. However, technological advances in related fields could well be adapted to mass transit service. The Agency requests $2 million for engineering feasibility studies to determine whether it is possible to make such adaptations and thereby significantly decrease the capital and operating cost of transit service. Among other things, the Agency proposes to study the question of whether the so-called soil solidification process now being employed in mining operations can be used for construction of subways. Preliminary engineering studies have indicated that the cost of constructing subways could be reduced if the soil solidification process were employed. Other areas in which engineering feasibility analyses will be made are vehicle design, automatic train control and fare collection, and improved power distribution.

The sum of $700,000 is requested for engineering contracts. These funds will be spent largely on preliminary engineering plans for the first stage of construction of the transit system.

LEGAL

In addition to customary house counsel work—preparing contracts, drafting and reviewing legislation, drafting and reviewing Agency correspondence involving legal matters and advising the Administrator and staff on a variety of legal problems—the Office of the General Counsel is preparing, during fiscal year 1962, recommendations on organization for inclusion in the Agency's November 1, 1962, report to the President. The Office also has concern for the legal aspects of the financial portion of this report. Other major projects include preparation of a labor relations policy for the Agency for enactment by Congress as provided in section 205(b)(2) of the National Capital Transportation Act of 1960 and implementation of a major land acquisition program recently authorized by Congress.

All of this work will continue during fiscal year 1963. Two additional permanent positions are sought. One is related to the Agency's request for additional

funds for its land acquisition program; the need for the other position is brought about by the increase in the Agency's workload contemplated for fiscal year 1963.

INFORMATION

The Agency's Office of Community Services and Information has charge of internal information facilities including the Agency's library as well as the Agency's public information program which requires close cooperation with public and private organizations in the region, preparation of press releases and answering information requests from outside the Agency. This work will be accelerated during fiscal year 1963 thus requiring three additional staff positions. The Agency will be making public during fiscal year 1963 its plans for the initial phase of construction of the transit system and portions of its plans for the ultimate transit development program. In addition, considerable effort will be devoted to the collection of a variety of materials on public transportation for inclusion in the Agency's library.

ADMINISTRATION

The administrative staff provided in the Agency's Office of Administration is presently barely adequate to provide necessary supporting services to the Agency's program.

With further acceleration of activities in fiscal year 1963, three additional positions will be required to efficiently and effectively provide for necessary administrative and management services.

EXPLANATION OF DISTRIBUTION BY OBJECTS

Personnel compensation and staffing.—$1,116,000 for 98 permanent positions as follows:

	1961	1962	1963
Total positions (permanent plus full-time equivalent of temporary positions)	19	73	118
Average employment	12	60	111

Other objects.—$3,334,000, or almost 75 percent of the total estimate, includes—

1. $73,000 for personnel benefits expenses required by law including $59,000 for retirement contributions, $5,100 for health benefits, $4,400 for group insurance, and $4,500 FICA (social security).
2. $30,000 for travel for inspection of rapid transit systems and facilities in other cities; travel of consultants and experts; and travel incident to relocation of engineers hired outside the Washington area.
3. $12,000 for transportation of things including moving household effects of newly hired engineers and for routine express and shipping charges.
4. $125,000 for rent, communications, and utilities consisting of $110,000 for rental of space and $15,000 for telephone and telegraph services and for payment of postage fees.
5. $15,000 for printing and reproduction services including preliminary analyses and studies incident to the report on financial and organizational arrangements due in November 1962.
6. $3 million for special contracts as follows: Engineering feasibility analyses, $2 million; engineering plans, $700,000; and planning and economic studies, $300,000. $49,000 for services of other agencies provides $30,000 reimbursement to General Services Administration for administrative services and the balance for electronic computer services, engineering, and other necessary services.
7. $10,000 for office and engineering supplies.
8. $20,000 for equipment including office furniture, typewriters, calculators, and drafting and engineering equipment. The Agency will rely on reconditioned furniture to the maximum extent.

Program and financing

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
Program by activities:			
Preparation of the transit development program (total program costs)[1]	$152	$930	$4,235
Change in selected resources [2]	55	30	215
Total, obligations	207	960	4,450
Financing: Unobligated balance lapsing	43		
New obligational authority	250	960	4,450

[1] Includes capital outlay as follows: 1961, $23,000; 1962, $21,000; 1963, $37,000.
[2] Selected resources as of June 30 are as follows: 1961, $55,000; 1962, $85,000; 1963, $300,000.

Object classification

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
11 Personnel compensation:			
Permanent positions	$62	$552	$916
Positions other than permanent	26	50	200
Other personnel compensation	1		
Total personnel compensation	89	602	1,116
12 Personnel benefits	5	40	73
21 Travel and transportation of persons	4	20	30
22 Transportation of things	1	9	12
23 Rent, communications, and utilities	3	54	125
24 Printing and reproduction	3	10	15
25 Other services	43	160	3,000
Services of other agencies	15	32	49
26 Supplies and materials	8	8	10
31 Equipment	36	25	20
Total, obligations	207	690	4,450

PREPARED STATEMENT

Chairman HAYDEN. We will be glad to hear from you, Mr. Stolzenbach.

Mr. STOLZENBACH. Thank you, Mr. Chairman. I have a prepared statement which has already been submitted to the committee clerk. If you consider it appropriate, this might be inserted in the record.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

STATEMENT OF C. DARWIN STOLZENBACH, ADMINISTRATOR, NATIONAL CAPITAL TRANSPORTATION AGENCY

The National Capital Transportation Agency has been directed by the Congress to plan a transportation system for the National Capital region and to build and provide for the operation of mass transportation facilities. It proposes an appropriation of $4,450,000 under "Salaries and expenses" for fiscal year 1963, and $2 million under the appropriation "Land acquisition and construction," as authorized by Public Law 87-355, 87th Congress.

During the first quarter of fiscal year 1962 an intensive effort was made to recruit topflight transportation engineers, economists, and other technical aids to speed the work which Congress had given the Agency to do. We have now largely completed our hiring for the present fiscal year and have on board a staff of urban transportation experts and specialists which cannot be matched by any other organization in the country. And we have made considerable progress in the work assigned us by the Congress.

First, we are well on the way in the preparation of the report on organization and finance which we have been directed to present on November 1, 1962, to the President for transmittal to the Congress. Detailed studies on alternative forms of organization are virtually complete. In the area of finance, considerable legal analysis has been done to select alternative financial schemes which would be possible under the Federal and State Constitutions. Parallel work is being done in the finance area.

Second, since a report on organization and finance necessarily requires knowledge of the scope of the transportation system to be recommended, we are also well on our way in the planning of the system. This involves laying out alternative transportation systems, preparing engineering feasibility studies of these systems, costing them, preparing traffic and revenue forecasts, and selecting two or three alternative transportation systems which will then be made known to the community and the Congress.

Third, an engineering study has been completed of soil conditions and likely tunneling costs with respect to subway construction in the District.

Fourth, our joint effort with the Bureau of Public Roads and the Virginia Department of Highways to provide for express transit service on the widened Shirley Highway is proceeding apace. Engineering analyses of a transit route between Southwest Washington and the Shirley have now been initiated.

Administrative budget

The request for $4,450,000 under the "Salaries and expenses" appropriation will permit us to speed the work on our November 1962 report and thereafter to continue the work on the transit development program which will be necessary in order to arrive at a final plan complete with necessary details. The proposed fiscal 1963 administrative budget is composed of the following items:

1. A total of $1,189,000 is required for personnel compensation and related costs. This will permit us a permanent staff of 98 persons compared with our present staff limit of 70 persons. The additional personnel are urgently needed to help us meet our November 1962 deadline and to carry forward our program during the remainder of fiscal year 1963.

2. The sum of $300,000 is needed for economic studies to supplement our staff efforts. These funds will be spent for computer services, drafting and map services, land inventories, right-of-way appraisals, and other studies described more fully in our budget estimate.

3. The sum of $700,000 is required for engineering contracts. By June of this year we will have defined with some precision, the location of the downtown portion of the regional rapid transit system. In January 1963 we intend to seek authorization and necessary appropriations to begin construction of this system. In order that construction may proceed as quickly as possible preliminary engineering planning must be initiated. If we were to wait until after Congress had acted on our request for such authorization, construction would be delayed by at least a year.

4. The sum of $2 million is requested for engineering feasibility studies designed to point the way to technology advances that might well significantly reduce the cost of mass transportation service. A consulting contract let by the Agency during the current fiscal year has revealed a number of areas where adaptation to mass transportation service of technological advancements made in other fields could significantly reduce the cost of mass transportation service. For example, in the field of mining engineering a new soil solidification process has been developed which has proved highly economical compared with conventional drilling or tunneling techniques. An engineering feasibility study should be made to determine whether these new techniques can be adapted to subway construction. If so—and our engineering consultants have given us some hope in this regard—the cost of new subway construction in Washington and other areas throughout the country could be significanlty reduced. Other areas requiring engineering feasibility analyses are automatic train control and fare collection, new power distribution methods designed to reduce substation costs, and new vehicle designs capable of reducing operating costs, as well as the size and cost of subway tunnels. Prior to commiting any of the requested funds, the Agency will consult with agencies in other cities so as to achieve the maximum national benefit from these funds. It is also hoped that the funds will act as seed money to spur industry to contribute to improve transit technology.

5. The balance, or $261,000, is to cover other miscellaneous administrative costs such as travel, space rental, supplies, and similar items.

Land acquisition and construction

During the 1st session of the 87th Congress, the Agency was authorized by Public Law 87–355 to engage in land acquisition and incidental construction for future mass transit facilities in connection with construction of three major new highways in the National Capital region. The authorization permitted the Agency to arrange for the acquisition of median strips wide enough to accommodate future transit service on Interstate Route 66 in Arlington and Fairfax Counties, Va., and on Interstate Route 95 in Prince Georges County, Md. Congress further authorized acquisition of land for future parking and station areas adjacent to Routes 66 and 95 and to the new George Washington Memorial Parkway in Montgomery County, Md. To permit this work to begin, Congress appropriated $1 million for acquisition of extra-wide median strips on Routes 66 and 95 and for certain incidental construction. No funds were made available for acquisition of land for parking and station areas on any of the three highways.

The highway agencies of Virginia and Maryland have begun final design work on the sections of Routes 66 and 95 where it will be necessary for the Agency to arrange for the acquisition of extra-wide median strips. It is anticipated that in the case of Route 66 actual land acquisition will begin in the next few months. Meanwhile, the Agency intends shortly to commit a small portion of its present funds for alteration of planned bridges on Route 66. These alterations are essential if the median strip on that route is to be used at some later date for express transit service. In the case of Route 95 it is anticipated that funds will have to be committed for land acquisition in the near future.

General Statement

Mr. Stolzenbach. The task given by the Congress to this agency is to prepare a comprehensive transportation plan for the National Capital region and then to implement that plan in accordance with the wishes of the Congress as determined in the future.

This is a very urgent problem for the National Capital region as it is for many others of the Nation's some 200 metropolitan areas. The budget request that you have before you is tailored to meet this urgency.

IMPROVEMENTS UNDER NATIONAL CAPITAL TRANSPORTATION ACT

We propose through the funds and staff we have now and which we are seeking in fiscal year 1963 to go ahead as rapidly as possible in order to bring about the desired improvements in public transportation which we believe are called for under the National Capital Transportation Act.

We plan to submit to the President in November of this year a report which will indicate a transportation plan for the region of a long-range character and which will set forth specifics regarding the first stage of construction of an express transit system on exclusive rights-of-way within the District of Columbia and possibly certain limited portions of the region outside the District of Columbia.

RECOMMENDATIONS ON MASS TRANSPORTATION

This report will also include, as required by the National Capital Transportation Act of 1960, our recommendations for financing and organizing mass transportation in the National Capital region.

In this connection, Mr. Chairman, I would like to inform the committee that yesterday I appointed an advisory committee on finance. We have been very fortunate in getting some of the Nation's most outstanding people to serve on this committee.

Mr. Robert Feemster, the chairman of the executive committee of the Wall Street Journal, has agreed to serve as chairman. If you would like, I have a list of the advisory committee members which I can offer for the record.

Chairman HAYDEN. We will place it in the record.

(The list referred to follows:)

ADVISORY COMMITTEE ON FINANCE TO THE NATIONAL CAPITAL TRANSPORTATION AGENCY

Robert M. Feemster, chairman, chairman of executive committee, Wall Street Journal, 44 Broad Street, New York, N.Y.
Thomas E. Sebrell, III, president, Clarendon Trust Co., 3192 Wilson Boulevard, Arlington, Va.
Luther H. Dudley, vice chairman, Alexandria National Bank, King and Royal Streets, Alexandria, Va.
John R. Steelman, consultant, Albee Building, 1426 G Street NW., Washington, D.C.
Richard T. Newman, associates, William, Blair & Co., 135 South LaSalle, Chicago, Ill.
Dr. Wilson H. Elkins, president, the University of Maryland, College Park, Md.
James Kerr, president, Avco Corp., 750 Third Avenue, New York, N.Y.
Neil Curry, president, California Cartage Co., 4366 E. 26th Street, Los Angeles, Calif.
Robert C. Baker, president, American Security & Trust Co., 15th and Pennsylvania Avenue, NW., Washington, D.C.
Murray D. Lincoln, president, Nationwide Insurance Co., 246 North High Street, Columbus, Ohio.

NATIONAL IMPORTANCE OF UNDERTAKING

Mr. STOLZENBACH. We feel that the undertaking in which we are engaged is of considerable national, as well as local, importance, because what we do here in the Nation's Capital will be considered as a model for the Nation.

We are making every effort to design and develop the most modern type of urban public transportation system which present-day technology will permit. What we are asking for in this year's budget is less than five-hundredths of 1 percent of the estimated future costs of highway and transit improvements for the National Capital region.

Detailed justification for the two portions of our budget, general expenses and land acquisition, have been set forth in the presentations you already have. I shall be happy to answer such questions as you may wish to ask.

PROPOSED REPORT TO PRESIDENT

Chairman HAYDEN. In your justifications you indicate that by November 1 of this year you have to submit a report to the President embodying recommended organization and financial arrangements for a National Capital transportation system; and later you must submit a transit development program. As briefly as you can, advise what these two things will involve.

DUTIES IMPOSED BY ACT

Mr. STOLZENBACH. In the National Capital Transportation Act of 1960 the agency was directed to prepare recommendations regarding financial arrangements and organization by next November. This is a fairly complicated matter in view of the fact that we are dealing

with an activity which in practically ever other major city in the United States, and the world, for that matter, it has not been found possible to finance rapid transit by ordinary private enterprise methods.

The Congress recognized this in our act. We have the further complicating factor here that we are dealing with a jurisdictional setup which includes nine local governments, two State governments, the District of Columbia, a Federal enclave, and the Federal Government.

We believe that we can show a feasible financing plan which will, I am sure, involve a mixture of some Federal financing and some financing by the local jurisdictions. However, I would hope the major portion of the capital costs could eventually be repaid out of the fare box.

We are also engaged in trying to work out arrangements, within existing constitutional provisions, whereby the citizens of this region can participate in the management of their own mass transportation system.

The portion of the transit development program which we intend to submit at the same time and which we will justify to the Congress at this next session will contain the first stage of construction of our rapid transit system, which I expect will include a subway in the downtown portion of Washington, and in all likelihood the use of some of the existing railroad facilities in the region.

We believe if the time table to which this budget is geared can be met we will be able to have rapid transit service operating in this region by 1968.

PRELIMINARY ENGINEERING PLANS

Chairman HAYDEN. Your budget estimate contains an item of $700,000 for preliminary engineering plans for the first stage of this construction. How can you properly expend for this program before Congress authorizes the system?

Mr. STOLZENBACH. Mr. Chairman, this $700,000 for outside contracts for preliminary engineering will permit us to lay out routes in fiscal year 1963 with a good deal more precision than we could do otherwise. This will mean that we will have the opportunity to add further confirmation to the cost estimates in time for our 1963 presention to the Congress.

It will involve far less detail than will be involved at a later date when we engage in the final engineering design.

A most important additional benefit that we will gain by being able to engage in preliminary engineering in this next fiscal year is if we wait until 1964, the beginning of the construction of the subway will have to be postponed for another year.

I think this is a matter which the Congress has to decide. If we want to go ahead as fast as is physically possible, then we should get on with this preliminary engineering work during this fiscal year.

Senator MUNDT. May I inquire, Mr. Chairman?

Chairman HAYDEN. Surely.

AUTHORIZATIONS FROM LEGISLATIVE COMMITTEES

Senator MUNDT. Do you have all the necessary authorizations from the legislative committees, and if not what are you doing to get them?

Mr. STOLZENBACH. The act sets up the following machinery: That when we present a portion of our transit development program, the Congress will look at it and decide whether they want to approve it. We submitted one such part of our transit development program to the last session of Congress.

Senator MUNDT. My question is whether you are all through with the authorizing committees; whether just the Appropriations Committee looks at it, or do you have to have other authorizations for specific plans which you have to come to Congress for appropriations?

Mr. STOLZENBACH. We must have authorization by the Congress to execute any portion of our program.

Senator MUNDT. Authorization preceding appropriations?

Mr. STOLZENBACH. We have the authorization at the moment for every thing we are asking for in this budget.

Senator DWORSHAK. Including land acquisition?

Mr. STOLZENBACH. Yes, sir; that was enacted at the last session of Congress.

Senator MUNDT. Do you mean that you have all the authorization now that you need, and you can bring in a plan with the subways and the buses and everything, and you just come to the Appropriations Committee now?

Mr. STOLZENBACH. Not for the construction of subways, sir. We have the necessary authorization for the staff work that is called for in this budget. We are not asking for any money to construct the transit system in this budget.

Senator BIBLE. Mr. Chairman, might I break in at that point for a question.

Chairman HAYDEN. Certainly.

AUTHORITY FOR PRELIMINARY ENGINEERING PLANS

Senator BIBLE. I regret that I was detained at the other Subcommittee on Treasury and Post Office and could not get here for your beginning testimony, Mr. Stolzenbach. The thing that continues to bother me in this particular request that you are making at this time is this item of $700,000 for preliminary engineering plans for the first stage of the construction.

Now, where in the law can you point to the authority for asking for this money for engineering plans in advance of the submission of the plan to the President and the approval by the Congress?

Mr. STOLZENBACH. Senator, the act provides in section 204, 204(c), that the agency—

> shall prepare proposals for implementing each part of the transit development program, including preliminary engineering plans, descriptions of the character of services to be rendered—

And so forth.

There are various stages of preliminary engineering. In the proposal which we will give you next November we will outline the costs of the first stage of a subway system in the District of Columbia.

However, if we are to be in a position to proceed as fast as possible, assuming that at the next session of Congress, Congress wishes us to go ahead with our plans, we should be underway with some more detailed preliminary studies during this next fiscal year. One of the benefits of having these studies will be that at such hearings as the

Congress may hold, say, next spring, a year from now, we will have a far better and more detailed basis for supporting our case than we would otherwise.

FUNDS REQUIRED

Senator BIBLE. Is this going to take $700,000 to arrive at these figures?

Mr. STOLZENBACK. This is quite in line with the percentage of preliminary engineering which is normally attributable to large construction projects. I venture to say that the first phase of our construction program will probably be on the order of $100 or $200 million, and $700,000 is quite in line with that, as a preliminary engineering cost.

Senator BIBLE. Is it necessary to spend this amount of money to arrive at the point where you can make the report to the President as required by law in November of this year?

Mr. STOLZENBACH. No, sir. The purpose of this is so that if the Congress gives us the go-ahead next session we will be that far along so that by the end of calendar 1963, or at the latest, early 1964, we can actually begin construction.

Otherwise, it will be 1 year later.

Senator BIBLE. Assuming that the Congress might for some good reason not give you the approval to move into this mass transit system, would this mean that you had expended $700,000 needlessly?

Mr. STOLZENBACH. No more so than all of the work that the Agency would have done. It would have to be considered as an investment toward the continuing development of this program. I presume that if the Congress should turn us down next year we would revise our plans and present them to the Congress at a later session.

COST INVOLVED IN MASS TRANSPORTATION PLAN

Senator BIBLE. I think the Congress is going to have to face up to a real hard, difficult problem, one in which I have a great interest, both from my work as the chairman of the Legislative Committee and my work on the joint committee, but I think the Members of the Congress are going to have to realize the price tag involved in this mass transportation plan.

I understand you to say now that the plan for a mass transit system will be in the neighborhood of a billion dollars. Is this correct? Is that your best estimate now?

Mr. STOLZENBACH. I believe the ultimate cost—and by ultimate cost I mean looking ahead 20 or 25 years—for a complete regional system which you might envision we would have by the year 2000, would be on the order of magnitude of a billion dollars, or possibly more.

Senator DWORSHAK. Will you yield for a question?

Senator BIBLE. Yes.

PLANNING PROGRAM

Senator DWORSHAK. I am a little bit confused as to what your planning is. Will it provide for complete Federal ownership of this transit system so that it would be necessary to purchase the transit system which is now in operation, or do you plan to coordinate private and Federal ownership into a single system?

Mr. STOLZENBACH. I certainly would think that if the Federal Government is to pay a substantial or even significant portion of the cost, ownership would rest with the Federal Government.

However, the act directs us to examine the question of how such a system should be financed and how it should be organized, and I presume this problem also entails the question of both ownership and the management of the system itself.

AUTHORIZATION FOR PLANNING

Senator BIBLE. The thing that continues to worry me, Mr. Stolzenbach, and I am trying to be helpful, is the need for doing this preliminary engineering work before the Congress has given the green light.

As I understand your reason for inclusion of this item is that it will save time.

Mr. STOLZENBACH. That is correct.

Senator BIBLE. This is about what it boils down to?

Mr. STOLZENBACH. There is no other justification for it, to enable us to move ahead as soon as possible.

Senator BIBLE. In reading your letter to me, which I would like to include in the record at this point, Mr. Chairman, because it is a pretty thorough explanation of what Mr. Stolzenbach is saying, it still seems to me that it might be better to have the Congress give you the green light and then ask for the engineering money; rather than ask for the engineering money and expect the Congress to give you the green light.

They may or they may not. I do not know.

Chairman HAYDEN. The letter may be included in the record.

(The letter referred to follows:)

NATIONAL CAPITAL TRANSPORTATION AGENCY,
OFFICE OF THE ADMINISTRATOR,
Washington, March 6, 1962.

Hon. ALAN BIBLE,
U.S. Senate, Washington, D.C.

DEAR SENATOR BIBLE: I think you will agree that the problems which gave rise to your sponsorship of the passage of the National Capital Transportation Act of 1960 are more urgent than ever before. The continued rapid growth of the region and the steadily mounting traffic congestion indicate the desirability of getting this Agency's transit development program underway at the earliest possible date.

I have tailored the Agency's fiscal year 1963 budget request to this urgency. While we have made enormous strides in the last 10 months there are still many problems ahead before we can apply the first shovel to the construction of a Washington subway. As the culmination of 7 years of planning effort, beginning with the transportation plan which Congress ordered drawn in 1955, next November I will lay before the President, for transmittal to the Congress, a report which will include a balanced transportation plan for the region, a request for authority to proceed with the first phase of rapid transit construction, and recommendations on finance and organization as required by section 204(g) of our act. If the Congress is disposed to act favorably on our recommendations at its next session, it should be possible to begin construction in late 1963 and to have rapid transit in operation by 1968, some 13 years after planning for rapid transit began.

In order to meet even this modest timetable we must begin preliminary engineering work in fiscal year 1963—in advance of Congress having approved our program. Our budget request thus includes $700,000 for so much of this work as must be done by outside contracts. My General Counsel has advised me that section 204(e) of the National Capital Transportation Act clearly authorizes the

Agency to do preliminary engineering for a part of the transit development program in advance of approval of such part by the Congress. I think it should be noted that much of the product of this engineering work will become available early enough in calendar 1963 to be of considerable aid to the Congress in measuring the soundness of our estimates when it considers our program in 1963.

I am confident the Agency will have the capacity to proceed at the pace I have thus indicated. Whenever Agency personnel talk with people in the National Capital region, we are made aware of the keen anticipation with which the region is awaiting the development of the Agency's program.

We are now far enough into our examination of the financial problem to be extremely optimistic about the possibility of finding feasible financing methods. In order to provide us with the best possible advice as to the soundness of the financial proposals we will make, I have just completed the selection of an Advisory Committee on Finance. I am attaching a list of the names of those who have agreed to serve on this Committee. You will agree, I am sure, that we are fortunate to have the services of such outstanding people.

Please let me know if I can be of service to you with any further information.

Sincerely yours,

C. DARWIN STOLZENBACH, *Administrator.*

(The list of members of Advisory Committee appears on p. 908.)

PRELIMINARY PLAN

Mr. STOLZENBACH. This is preliminary engineering. It is not the final engineering drawings. It will give the Congress a better picture of what we want to do when we come to our hearings next year. It will enable us to start a year earlier.

Senator MUNDT. Will the gentleman yield?

Senator BIBLE. I yield at this point.

Senator MUNDT. The way I interpret this colloquy it seems to me that Mr. Stolzenbach is betting $700,000 of our money that Congress will accept his plan when it is presented. Is that about what it amounts to? You have confidence in your plan and you are betting our money that you are right?

Mr. STOLZENBACH. I will certainly say that I have confidence in what we are doing and I hope and expect that the Congress will find in our plan something that they will be willing to go ahead with.

Senator MUNDT. It seems to me that the Senator from Nevada makes a pretty good point in differentiating between the preliminary engineering plans, which I certainly think you ought to have so that you can come to Congress next spring with that kind of an intelligent "guesstimate," and whatever other portion of the $700,000 is devoted to construction plans which may or may not be accepted. That is speculation which you are making with the taxpayers' money without much justification; because Congress is a rather temperamental institution and you do not know whether they are going to accept it or not, and neither do any of us.

But I think you would have justification, and I would request, Mr. Chairman, that you ask Mr. Stolzenbach to break his $700,000 down into two parts, what he actually needs to make an intelligent preliminary presentation, and to prepare his report in November, and to make his pitch next spring; and how much of it would be under the preliminary construction costs, which would certainly expedite the construction and save time if Congress approves it, and which would be a waste of money if it does not. Do you see what I have in mind?

Mr. STOLZENBACH. I shall be happy to do that.

Senator MUNDT. Thank you.

Senator BIBLE. Following the trend of thinking of the Senator from South Dakota, how much of this $700,000 do you need to prepare a proper plan to present to the President in November, which is not too many months from now?

Mr. STOLZENBACH. If I may, Senator Bible, I would like to be permitted to furnish such a breakdown for the record.

Senator BIBLE. I think it could be furnished for the record.

Senator MUNDT. Just do not do it off the top of your head. Just take your time.

Senator BIBLE. What I want is how much money you need to present a plan that is understandable in November to the President of the United States, because it seems to me that is our starting point on this.

(The following letter from the Administrator, National Capital Transportation Agency, provides the information requested:)

NATIONAL CAPITAL TRANSPORTATION AGENCY,
OFFICE OF THE ADMINISTRATOR,
Washington, March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The following is submitted in response to the Senate Appropriation Committee's request for a breakdown of the National Capital Transportation Agency's request for $700,000 for fiscal year 1963 engineering contracts.

During the present fiscal year our Agency is laying out alternative routes for a future transportation system for the National Capital region, including both highway and transit routes. Our engineers and economists are engaged in preparing general capital and operating cost estimates which will be presented to me prior to June 1 of this year.

These estimates will be the product of what the engineers call "preliminary engineering" or simply "preliminary studies." This means that the transit routes will be laid out in broad corridors, with generalized station locations and rough plan and profile studies. On the basis of the preliminary studies, overall cost estimates can be made but these of necessity will be on the high side. The reason for this is that at the preliminary study stage it is necessary to make calculated guesses as to how much of the system will be in subways, which are relatively expensive, and how much of it will be on the surface or on elevated structures, which are less expensive to construct. In the preliminary study stage, estimates are necessarily overly conservative; the engineers will almost inevitably tend to decide all questions in favor of the higher cost assumptions.

During the period June 1–October 1, 1962 (at which latter date we will begin the printing of our November 1, 1962 report) our staff engineers will begin the process of preliminary engineering which is considerably more detailed. It means determining precise routes and station locations, conducting field surveys and soil borings and examining public utility relocation problems. The Agency's Assistant Administrator for Engineering and Operations, who was formerly Chief Engineer of the Chicago Transit Authority and has had many years of experience in rapid transit construction, believes it would be quite desirable at this juncture to enlist the assistance of outside contractors to provide further confirmation and refinement of the preliminary engineering studies made within the Agency. This, as I understand it, is standard engineering procedure. We estimate that the sum of $75,000 will be required for such contracts during the period July 1–October 1, 1962. The product of these contracts will be to confirm or alter the estimates which will be shown in the November 1, 1962, report.

The November 1, 1962, report will contain, in addition to our recommendations on future organizational and financial arrangements for transportation in the National Capital region, a plan for the future transportation system which will look 40 years ahead to the year 2000. A separate plan will be shown for the year 1980. In addition, we will outline generally our plans for the first phases of construction of the system. After the filing of our November report, we will prepare for hearings before Congress on our request for obligational authority to construct the first phases of the system. During the period November 1, 1962–February 1,

1963 (at which later date we anticipate the hearings will begin) it would assist in our preparation for the hearings to have the benefit of further outside preliminary engineering studies. These would lead to extremely precise cost estimates of the contemplated construction; far more precise than could be obtained in time for the November 1, 1962, report. We estimate that they will cost $100,000.

During the period February 1–June 30, 1963, our engineers plan to engage in further preliminary engineering designed to permit us to let contracts for final engineering design and construction. Of the $700,000 requested in our budget for preliminary engineering, some $525,000 is for outside contracting work which would be undertaken during this period. The latter sum is exclusively to permit us to move ahead faster in the construction of the system.

Attached is a breakdown of the $700,000 figure summarizing what I have said in this letter.

Sincerely yours,

C. DARWIN STOLZENBACH, *Administrator*.

Period of obligation	Purpose	Amount
July 1–Oct. 1, 1962	Preliminary engineering contracts designed to provide further confirmation and refinement of material to be included in Nov. 1, 1962, report.	$75,000
Oct. 1, 1962–Feb. 1, 1963	Preliminary engineering contracts designed to provide further engineering details for 1st stage of construction of rapid transit system for presentation to Congress in the spring of 1963 in support of request for obligational authority.	100,000
Feb. 1–June 30, 1963	Preliminary engineering contracts designed to permit letting of contracts for final engineering design and construction after July 1, 1963.	525,000
Total		700,000

ROUTES FOR FIRST STAGE OF CONSTRUCTION

Senator BIBLE. What is your plan going to show in November of 1962 when you submit it to the President?

Mr. STOLZENBACH. It will show the routes for the first stage of construction, the locations of the stations, and the best preliminary estimates of its cost that we can prepare.

FINANCING PROGRAM

Senator BIBLE. And in addition will you have the suggested methods of financing?

Mr. STOLZENBACH. Oh, yes.

Senator BIBLE. What is your present thinking as to the financing of this overall expenditure of some billions of dollars? Is it going to be paid for out of revenues?

Mr. STOLZENBACH. We have reason to believe that substantial portions of the capital costs can eventually be recouped from revenues. Certainly in the initial stage, if you concentrate on building the downtown portion of it, which is vital to the entire system for the long-range future, you are actually incurring a very heavy portion of the total capital cost.

We hope to work out some arrangement whereby the amortization and the interest on that can be deferred to future years, when ample revenues from the whole system would be available. If we can find some arrangements whereby the local counties in the States of Maryland and Virginia can participate in the financing of their fair share of these capital costs, we have reason to be optimistic that a feasible and practical financing plan can be presented.

I cannot tell you the details now. There are many facets to it which we are examining and this job we are working very hard on at the moment.

Senator BIBLE. I think it should be apparent to you that this is probably the key issue in this entire program, the financing, because this is a question of selling a large multimillion-dollar project to the Congress of the United States and they are going to be interested in who is going to pay for it.

Mr. STOLZENBACH. They should be.

Senator BIBLE. As I recall the earlier predictions, it was estimated that it would be about 2010 before this project would pay out. Is that roughly your present thinking? Is this about a 50-year project?

Mr. STOLZENBACH. I think it is reasonable to look at it as a 50-year project.

SUBWAYS

Senator BIBLE. Maybe you have already answered this question, and if so then I can read it in your testimony. What are you planning by way of subways at the present time?

Mr. STOLZENBACH. We hope to have a series of radial trunk transit lines, some of which would probably include either the use of existing rail lines, which would come into the downtown portion of Washington and be so arranged that they would distribute the passengers close to their place of work.

We estimate that it is possible to design an arrangement of a downtown subway so that 80 percent of the people who will be coming in on these radial trunklines could be delivered to within 5 minutes walking distance of their offices.

Senator BIBLE. And this is the heavy cost of the transit?

Mr. STOLZENBACH. This is the heavy cost of the total system. It could well be a quarter or a third of the total capital cost of the fixed portion of the system.

Senator BIBLE. Now may I ask just one further question, Mr. Chairman?

Chairman HAYDEN. Yes.

STATUS OF ARCHBOLD-GLOVER PARKWAY

Senator BIBLE. The majority leader is very much interested in Archbold-Glover. What is the present status of the Archbold-Glover property? Was this held in status quo in the authorizing legislation under which you are operating?

Mr. STOLZENBACH. The proviso to section 204(b) provides:

> No freeway, or new parkway more than two lanes in width, shall be built within the District of Columbia west of 12th Street, Northwest, and north of either the north or west legs of the proposed InterLoop Freeway * * * before July 1, 1965.

And it directs the Agency not later than January 10, 1965, to submit to the President for transmittal to the Congress its recommendations as to whether any such freeway or parkway should thereafter be built.

Senator BIBLE. This in effect is a freeze on the Archbold Glover Park, is this not true?

Mr. STOLZENBACH. It has that effect, yes.

Senator BIBLE. It has the effect of being a freeze. Has the Agency of which you are the Director reached any conclusions with regard to this area as of now?

Mr. STOLZENBACH. Conclusions regarding this will emerge from the traffic studies which we are doing in connection with the overall report we are planning to present in November.

Senator BIBLE. This will be resolved in your November report?

Mr. STOLZENBACH. I certainly think it should be; yes, sir.

Senator BIBLE. Thank you, Mr. Chairman.

Chairman HAYDEN. Any further questions?

MONORAIL SYSTEM

Senator MUNDT. Have you made any conclusions with respect to the relative merits of the subway system vis-a-vis some kind of a monorail system, such as they are setting up in Seattle for the World's Fair? I presume you have, because you keep talking about subways. You have not talked about a monorail, but if so on what do you base your verdict?

Mr. STOLZENBACH. Ever since we have started considering the type of vehicle system that we will use we have been looking at the total range of technological possibilities.

Now, whether it is a subway, whether it is underground, or above ground, is a separate kind of question from whether it is monorail or conventional steel wheels on steel track. We have not reached any firm conclusions yet regarding the type of vehicle system which is most appropriate. We will certainly consider most thoroughly all the monorail proposals that we can encounter and we will take those into account in our planning.

Senator MUNDT. I take it you have reached the conclusion that the transportation system should be underground, instead of above ground. Have you reached that conclusion? You talked about a subway system a great deal this morning.

Mr. STOLZENBACH. I can see no way of moving the large numbers of people who will want to move in and out of the metropolitan core of the Nation's Capital in the future unless provision is made for those people to move on exclusive rights-of-way underground in the central portion of the city.

RIVER BRIDGES

Senator MUNDT. Does that contemplate supplementing or replacing present river bridges by the underwater tunnel that we discussed one time before this committee?

Mr. STOLZENBACH. We now have engineering studies underway to determine the relative costs and engineering feasibility of going over the Potomac River, or under the Potomac River. Until those studies are completed I cannot make any further comment on that.

Senator MUNDT. In your studies you undoubtedly have looked around all over the United States, maybe all over the world, to see what other towns our size have done?

Mr. STOLZENBACH. That is correct.

Senator MUNDT. To meet the transportation problem.

Mr. STOLZENBACH. That is correct. We have not finished that either.

TRANSPORTATION SYSTEMS OF OTHER CITIES

Senator MUNDT. On the basis of your present surveys what would you list as the one, two, three top towns of comparable size which have done the best job so far in meeting the problem?

Mr. STOLZENBACH. I am not prepared to make such a comparison.

Senator MUNDT. Maybe that is cutting it down too thin. What would you say are three or four of the best jobs which have been done in approaching a solution? I presume you have not found any who say "We have the problem licked."

Mr. STOLZENBACH. Every problem is a little different. Stockholm has a very modern system. However, their city is spread out with a lot of islands and waterways in between. Oslo, Hamburg, and even Berlin have made recent additions to their subway systems.

All of the systems in the United States which have subways are many years old. I do not think it is a proper comparison to make with what we intend to do here.

Senator MUNDT. Well, I agree that you cannot compare it very well with Sweden, and Oslo, and so forth, because the number of automobiles and moving vehicles in an American city, per capita, is tremendously larger than it is in those areas. As I take it, having read your brochure—I guess you are the ones that sent out this brochure which I went over pretty carefully, and it is very interesting and very informative—you envision a lot of moving vehicles down below in addition to what we think of as a subway train. Am I right, or am I wrong?

Mr. STOLZENBACH. I am not sure what brochure you are referring to.

Senator MUNDT. It has a kind of reddish-brown cover, about this big, a big, unwieldy thing. It talked about the future transportation solution of Washington. Maybe it was just some engineering firm. I though it came out under your blessing.

Mr. STOLZENBACH. The only thing I can think of of this character would have been the 1959 mass transportation survey report; but that was blue.

DOWNTOWN PROGRESS COMMITTEE REPORT

Senator MUNDT. This came in this year and it had pictures of buses where people got off and escalators. This is quite an elaborate presentation of the transportation problem. It was put out by the District, I believe; and it was not only transportation, but also renovation of the downtown portion of the city.

Mr. STOLZENBACH. This could be the Downtown Progress, Inc.

Senator MUNDT. That is correct.

Mr. STOLZENBACH. We are working very closely with this business organization and their staff; but that was not our report.

Senator MUNDT. All right. Back to my original question: What American cities have done a commendable job, let us say, which you think is worth emulating?

CHICAGO SYSTEM

Mr. STOLZENBACH. The most modern improvements have been made in Chicago where the Congress Street Expressway brought about the innovation of rapid transit in the median strip of a freeway; and that

line starts in downtown Chicago in a subway and then goes out into the median strip of the Congress Street Expressway, out about 12 miles.

The engineer who designed and constructed that is Mr. Stanley Forsythe, the assistant administrator of this agency, who is sitting right here.

Senator MUNDT. Very good.

CLEVELAND SYSTEM

Mr. STOLZENBACH. The city of Cleveland has developed a modern rapid transit line. This does not involve a subway. It involves the use of an existing railroad right-of-way and it is one of the most successful rapid transit systems in the country, albeit a small one.

PHILADELPHIA SYSTEM

The city of Philadelphia has had a subway system and elevated railway system for many years. However, in the past decade they have made notable improvements in the utilization of their system and in the coordination of their many railroad radial commuter lines. They even have evolved a system of subsidizing the rail commuter operations so as to make them available to more people.

TORONTO SYSTEM

The city of Toronto has the most modern rapid transit system in the North American Continent. They built the Yonge Street subway, 4½ miles long, in 1954. It has been so successful that they are now constructing a parallel line 2 blocks away and contemplate a cross-town line at right angles to it at some time in the future.

These are the most recent actual developments.

Senator MUNDT. Thank you.

Senator DWORSHAK. Mr. Chairman, I would like to question Mr. Stolzenbach.

Chairman HAYDEN. Very well.

MASS TRANSPORTATION SURVEY

Senator DWORSHAK. Mr. Stolzenbach, in detailing your experiences you say that you headed a metropolitanwide group alanysis of the Washington area mass transportation survey. What was involved in that? Has there been a previous effort made to study the transportation system here?

Mr. STOLZENBACH. Just to review the whole history of this, in 1952 when Congress enacted the National Capital Planning Act of 1952 which brought about present planning arrangements for the National Capital region, they called for a mass transportation survey. However, funds were not made available until 1954.

The Planning Commission and the Regional Planning Council, from 1955 to 1959 engaged in a half-million dollar study of the problem. It was that study which, when presented to President Eisenhower in 1959 and when later presented to the committee of which Senator Bible was chairman, the Joint Committee on Washington Metropolitan Problems, after extensive hearings, recommended to the Congress that this agency be created, and be directed to get on with doing something about the task.

As to the activity that you refer to, I was then chairman of a regional citizens group, a group that represented the civic federations of the region, which itself undertook to make an analysis of that 1959 plan.

RECOMMENDATION OF STUDY GROUP IN 1959

Senator DWORSHAK. What did you recommend in the 1959 report briefly? Just the need of a large mass transportation system?

Mr. STOLZENBACH. The group that I was with at the time, along with practically every other civic and business group in the National Capital region, strongly recommend the adoption of the recommendations in that report, the principal one of which was to create a Federal agency to do the job.

Senator DWORSHAK. You didn't study the need of it? I mean you didn't get into any detailed planning? It was just the overall recommendation that there was an essential need for this later development?

Mr. STOLZENBACH. That is right.

COOPERATION WITH DOWNTOWN PROGRESS COMMITTEE

Senator MUNDT. Do you do work in close conjunction with this group that sent me the brochure, the Downtown Progress Committee?

Mr. STOLZENBACH. Downtown Progress Committee. At that time the downtown progress group was not existing.

Senator MUNDT. I mean in your transportation system, because they talk about transportation. They talk about an underground bus line.

Mr. STOLZENBACH. Our planning staff at this very moment is working with the planning staff of Downtown Progress to see that our plan as nearly as practicable can be fitted to the plans that they have for the downtown business district.

Senator MUNDT. I don't know how far along their plans are. This may be just an architectural dream, but they have quite a book.

Mr. STOLZENBACH. They are ahead of us, unfortunately, and we are trying to catch up with them.

BACKGROUND OF ADMINISTRATOR

Senator MUNDT. As long as you are marching together is the main thing. Are you a traffic engineer or structural engineer?

Mr. STOLZENBACH. By background I am a political scientist and economist. I also studied physics at MIT for 3 years. I had 10 years of experience with the Johns Hopkins University operations research office which was under contract to the Department of the Army for doing operational studies on Army problems.

Senator MUNDT. You have a lot of problems.

TOTAL STAFF

Senator DWORSHAK. How many personnel do you have on your staff now?

Mr. STOLZENBACH. It changes from day to day. I think we have 61 full-time people at the present time.

Senator DWORSHAK. And you are asking for an increase of $514,000 for the next year?

Mr. STOLZENBACH. We are authorized to have 70 this year and we are asking for an increase in funds that will permit us to go up to 98.

Senator DWORSHAK. And the 98 are also authorized already?

Mr. STOLZENBACH. We are authorized to have such funds as are necessary to carry out the purposes of our act. This is a general appropriation authorization.

FUNDS FOR RENT

Senator DWORSHAK. And I notice under the rent budget you have $54,000 now and you are asking for $125,000, a sizable increase. What are you proposing to do? Expand your quarters for the increased personnel?

Mr. STOLZENBACH. Last year the Agency was faced with the problem that we not only did not have sufficient room in our present building, even to reach the size we have now attained, but that there was no other federally owned space available, and in our last budget the Congress authorized us to rent outside space.

This is a nonrecurring item which will be absorbed by GSA in future years. We are moving into our new quarters now. Three-fourths of the Agency has already moved into these new quarters which are located at 1634 I Street.

FEASIBILITY STUDIES

Senator DWORSHAK. You are asking for special engineering feasibility analyses and economic studies, $2,840,000. That seems to encompass a broad program. What are you contemplating there?

Mr. STOLZENBACH. These estimates are detailed in other portions of the justification. However, I think I can briefly say that as far as the $2 million of this is concerned, this relates to the feasibility studies that are necessary for us to determine what is the most modern type of vehicle system that is available with existing technology.

Senator DWORSHAK. It seems to me that you are moving ahead rapidly, which is desirable in some cases, but as Senator Bible has pointed out, you are expanding very rapidly on the basis that you are going to make a report in November and then continue your activities. You are speculating on what Congress may do with the report. The report you make in November is to the President?

Mr. STOLZENBACH. Yes; to the President.

PRESENTATION OF REPORT

Senator DWORSHAK. When do you make one to Congress, or will that same report be submitted to Congress?

Mr. STOLZENBACH. Presumably if the President accepts it and transmits it——

Senator DWORSHAK. But you are not planning to make a separate report to Congress at this time? There will be one exclusive report?

Mr. STOLZENBACH. This is the report called for in the act, next November. We are authorized under section 204(f) to—

* * * conduct research, surveys, experimentation, evaluation, design, and development, in cooperation with other Government agencies and private organizations when appropriate, on the needs of the region for transportation; on facilities, equipment, and services to meet those needs * * *.

Senator DWORSHAK. Are you planning to use your own personnel for this item of $2,840,000, or to employ outside agencies?

OUTSIDE INDUSTRIAL CONSULTANTS

Mr. STOLZENBACH. This is for outside industrial consultants. Part of this, I think, will be in the nature of seed money. There has been a neglect in the development of transit vehicle systems over the last 30 years because it has been a declining industry. I think we have reached about the bottom of the curve on this, but what is needed when we determine an appropriate type of system is some seed money, some evidence to American industry that there is going to be some Federal interest or some interest on the part of some buyer for a modern type of vehicle system; it has to start somewhere.

This item, I may add, I think has value far beyond the merely local needs, because anything we do in this connection will be of assistance to other areas in the United States.

DISAGREEMENT ON FINANCING

Senator DWORSHAK. You know through your long experience that inevitably a controversy will develop over whether the Federal Government should finance this system, or a large part of it, or whether efforts should be made, if it is practicable and feasible in its operations and in its projection, to have private financing and private supervision. You are aware of that very serious possibility?

Mr. STOLZENBACH. Yes, sir.

Senator DWORSHAK. And I think you should bear that in mind in making this report and in extending your activities beyond November because you will probably have a gap in there of several months, and are you visualizing that possibility? You build up a large staff and you are working toward the peak of submitting a report the 1st of November. What are you going to do after the 1st of November with this large staff you are building up?

Mr. STOLZENBACH. The staff will be engaged in the planning of the system.

Senator DWORSHAK. You have authorization under the existing act to continue after you submit your first report?

Mr. STOLZENBACH. We have the authorization to do the planning right now.

Senator DWORSHAK. I don't think I made myself clear. You submit your report the 1st of November. Does the present authorization which you have enable you to proceed from that point on on the current scale that you will have in operation at that time, or to expand your activity, or to what extent will you be authorized to continue your work without some subsequent action by the Congress?

Mr. STOLZENBACH. We will need no further authorization to continue the work contemplated in this budget.

CONTINUING ACTIVITIES

Senator DWORSHAK. Then you will continue beyond November 1 on the assumption that the report will be incomplete and that Congress will authorize you to expand your planning?

Mr. STOLZENBACH. We have other continuing activities.

Senator DWORSHAK. What, for instance?

Mr. STOLZENBACH. We have a land acquisition program authorized by Congress last year.

Senator DWORSHAK. What kind of land?

Mr. STOLZENBACH. This is the authorization for advance acquisition of the extrawide median strips in certain planned freeways in the region for which Congress has given us authority and some money already.

Senator DWORSHAK. Without working through the Bureau of Roads?

WORK WITH STATE HIGHWAY DEPARTMENTS

Mr. STOLZENBACH. We have to work with the State highway departments and in fact get the approval of the Governors of Maryland and Virginia.

Senator DWORSHAK. Not for roads within the District.

Mr. STOLZENBACH. These are in all cases in Maryland and Virginia.

Senator DWORSHAK. Outside of the District?

Mr. STOLZENBACH. That is right. This is looking to the far future. This land is available now, but if the Maryland and Virginia Highway Departments buy the land with only enough for a narrow median it will be too late to get in there and ever put any transit in if we don't provide this money now.

DISPERSAL OF FEDERAL ACTIVITIES

Senator DWORSHAK. I suppose it is not the responsibility of your Agency in any way, but I think that, along with many other Members of Congress, as long ago as 10 or 12 years I advocated dispersal of some of our governmental activities like our National Institutes of Health, which has grown from 1,200 to 7,000 personnel and has caused great expansion across the line in Maryland. We are building these huge governmental structures everywhere in the District. It seems that we are pointing up the concentration of Government within a small area.

Maybe that is good. Maybe it is bad. However, these problems that you are dealing with now are largely man made, and in that category I would put the executive department, the Chief Executive, not now—I mean over the years, and presumably now to some extent—and the Congress.

We know that if we become involved in a war with the use of nuclear bombs we are building up a beautiful target here. Again, that isn't your responsibility, but I am throwing out this hint, because it seems it may be too late, and it may not be, to consider the dispersal so that if a bomb hits this target that's the end of the Federal Government.

Have you though of that eventuality?

RESPONSIBILITY OF NATIONAL PLANNING COMMISSION

Mr. STOLZENBACH. I think that is, under our act, the proper responsibility of the National Capital Planning Commission. The act says that our programs—

Shall, to the extent practicable, conform to the general plan for the development of the National Capital region within the meaning * * * of the National Capital Planning Act of 1952, except as may be determined by the President.

We do not regard ourselves as being in the business of trying to decide how the development of the region should occur, but merely to provide the kind of transportation system that is suited to their plans.

Senator DWORSHAK. The National Capital Planning Commission has greater responsibility in this overall planning program, but you do cooperate with them, I take it.

Mr. STOLZENBACH. Yes, certainly.

Senator DWORSHAK. Completely, I hope.

Mr. STOLZENBACH. We certainly do.

Senator DWORSHAK. Thank you.

EXCERPT FROM AUTHORIZATION ACT

Senator BIBLE. Mr. Chairman, may I insert something in the record which I think may be very helpful and may answer some of the questions of the Senator from Idaho. I am reading from the Public Law 86-669, which is the National Capital Transportation Agency Act, Section 204(g) and it says this:

> The agency shall submit to the President for transmittal to Congress, not later than November 1, 1962, recommendations for organization and financial arrangements for transportation in the National Capital region. The Agency shall consider the following organizational alternatives, among others: a Federal corporation, an organization established by interstate compact, and continuation or modification of the organization established by this act. In preparing its recommendation the Agency shall consult with the governments of the District of Columbia, Maryland, and Virginia, the local governments of the National Capital region, and the Federal agencies having an interest in transportation in the National Capital region: *Provided*, That any recommendations submitted by the Agency shall provide as far as possible for the payment of all costs by persons using or benefiting from regional transportation facilities and services, and shall provide for the equitable sharing of any remaining costs among the Federal, State, and local governments.

So I think that this act is very largely geared to the November 1, 1962, date. Wouldn't you agree with that? Isn't this the critical date for the Agency?

Mr. STOLZENBACH. It certainly is.

Senator BIBLE. Because it is then that you are going to know in which direction you are going.

Mr. STOLZENBACH. Yes.

FEASIBILITY STUDY FUNDS FOR PRESIDENT'S REPORT

Senator BIBLE. May I ask this question. Senator Dworshak opened it up by commenting on this $2 million for engineering feasibility studies. I would simply ask you how much of that $2 million will be required on engineering feasibility studies to perfect the plan which you will present to the President not later than November 1, 1962? Will all of that $2 million be used between July 1, 1962, and November 1, 1962?

Mr. STOLZENBACH. Not all of it. We feel that this is authorized under section 204(f) as a continuing responsibility of the agency. We feel that this is necessary if we are to have and know what type of vehicle system to go to American industry with, if we are to be able to eventually buy the type of vehicles, have them developed and ordered in time to put in operation, say, in 1968.

The development of modern vehicle systems cannot be done over night.

Senator BIBLE. I certainly recognize that, Mr. Stolzenbach, but again I come back to the same line of questioning that I was using on that $700,000 item. I wonder whether you shouldn't have approval of the plan before you expend these additional amounts of money. I would hope the Congress would approve a mass transportation system for the District of Columbia.

It is a complex and a complicated problem and it obviously is going to be a costly one, but how do you justify expending several millions of dollars before the plan is finally approved by the Congress?

Mr. STOLZENBACH. I think on two bases. When we come to the Congress roughly a year from now before the legislative committee to present our plan we will have much valuable information on which the Congress can judge the plan than we will have if we do not spend this, and, secondly, I regard the act as authorizing us to go ahead and develop the transportation program without regard to this timetable, November 1, 1962, which is simply a directive to present a specified time within which we should present our recommendations on finance and organization.

CONTINUING RESPONSIBILITY OF AGENCY

There is nothing said with respect to the November 1 date with regard to our work on the transit development program. That is in section 204 set forth as the continuing responsibility of the Agency and I think we have the responsibility to continue that.

Senator BIBLE. It seems to me that the critical question is going to arise early next year when the Congress either approves or does not approve the organization and finance arrangements which you submit. Certainly if they approve them, then the project goes forward, and I would hope it would go forward, but if they do not approve them, then you are out of business; aren't you?

You are certainly not going to continue studies if you are not going to have a transportation plan for the District of Columbia. You are not going to study just for the purposes of study. Aren't we trying to arrive at an end objective and isn't the end objective the creation of a mass transportation system for the District of Columbia and the suburbs in Maryland and Virginia?

Mr. STOLZENBACH. Senator, I believe that what we are requesting in this budget is authorized by this law.

FUNDS TO COMPLY WITH CONGRESSIONAL MANDATE

Senator BIBLE. It may be authorized by this law. I don't think your answer is responsive. I am trying to determine how much money you need between now and November 1, 1962 to comply with the mandate that the Congress has placed upon you to submit a plan of organization and financial arrangements.

Mr. STOLZENBACH. If we were just to do that and then wait for 6 months until the Congress concluded, I do not believe the Congress would consider that we were responsive to the act. It seems to me that you can't just assemble a Federal staff with permanent civil service people to do a job and then just sit and wait.

I think the act clearly contemplated that there are many things that have to go on, anticipating the development of some plan.

The Congress may not like the particular plan that we present next November.

Senator BIBLE. That is possible.

Mr. STOLZENBACH. The act did not say we had to present a portion of the transit development program then. It says, "recommendations on finance and organization."

We are trying to go ahead because we believe, and the administration believes, that this is an urgent problem.

Senator BIBLE. And I concur. I think it is an urgent problem.

Mr. STOLZENBACH. And we are assembling the kind of a staff that can do the continuing job. I think it is clearly up to the Congress as to whether it wants us to go ahead with these other activities. The administration and I feel that it is an important way of moving on to this. I think the problem appears more urgent now than it did when this act was passed.

Senator BIBLE. I think there is urgency and I think there is need. My question is whether or not it is a wise way to proceed to have engineering studies and engineering feasibility reports in advance of having approval of a concrete plan by the Congress of the United States.

Mr. STOLZENBACH. We have this alternative, I believe, due to the fact that this Agency got started very late. When I was sworn in as Administrator last May there were only five professional people on the staff.

Essentially we had to start from scratch at about that time. It is a tremendous job. One of the first decisions I had to make was whether or not we could get enough knowledge about the traffic estimates, the cost estimates, the financial picture, the wishes of the region, between last summer and essentially this coming summer when we will have to put our report to bed to meet this November deadline, and not meet it just with abstract ideas on finance and organization, but with recommendations that would be backed up by a concrete plan that would be more acceptable than what had been presented with in the 1959 report.

PERIODIC REPORTS TO CONGRESS

Senator DWORSHAK. Do you plan to make a subsequent report to Congress after November 1, 1962, to enable the Congress to determine what kind of a system should be constructed?

Mr. STOLZENBACH. We shall make periodic reports to the Congress whenever we have reached a stage where we are ready to proceed with an additional phase of the program. The act I think clearly contemplates that the transit development program of the Agency, which is the main job, shall be a continuing one until the whole job is essentially underway.

Senator BIBLE. It still seems to me that the heart of your problem still revolves around the report you are to submit November 1, 1962. It just can't escape me.

Mr. STOLZENBACH. I agree with you.

CONCURRENCE OF MARYLAND AND VIRGINIA

Senator DWORSHAK. Have you ascertained to what extent there is likelihood that the States of Virginia and Maryland will concur in the recommendations which you make on November 1?

Mr. STOLZENBACH. No, because we are not yet in a position to submit those recommendations to the States of Maryland and Virginia.

Senator DWORSHAK. Are you working with any representatives of thetwo States now?

Mr. STOLZENBACH. We are working with the duly authorized representatives of the Governors of Maryland and Virginia.

ADVISORY BOARD MEMBERS

Senator DWORSHAK. How many are on your advisory council or commission?

Mr. STOLZENBACH. The Advisory Board consists of five members appointed by the President.

Senator DWORSHAK. Where do they live?

Mr. STOLZENBACH. One of them lives in Cleveland. He is the general manager of the Cleveland Transit System. The rest of them live in this region, two in the District of Columbia, one in Virginia, and one in Maryland.

Senator BIBLE. Thank you, Mr. Chairman.

LAND ACQUISITION AND CONSTRUCTION

Chairman HAYDEN. For land acquisition and construction there is a request for $2 million for use in fiscal year 1963, an increase of $1 million over the amount included for this purpose in the Supplemental Appropriation Act of 1962. The justification will be placed in the record.

(The information referred to follows:)

NATIONAL CAPITAL TRANSPORTATION AGENCY

Land acquisition and construction

Appropriation 1962 (Supplemental Appropriation Act)	$1,000,000
Budget estimate 1963	2,000,000
Increase, 1963	1,000,000

Analysis by activities

	Estimate, 1962	Estimate, 1963	Increase (+) or decrease (−)
1. Land for transit facilities:			
(a) Extra wide median strips	$835,000	$250,000	−$585,000
(b) Transit stations and parking areas:			
George Washington Memorial Parkway (Maryland)		300,000	+300,000
Route 95 (Maryland)		500,000	+500,000
Route 66 (Virginia)		800,000	+800,000
2. Incidental construction	150,000	150,000	
3. Program direction	15,000		−15,000
Total	1,000,000	2,000,000	+1,000,000

JUSTIFICATION

The Agency was authorized by Public Law 355, October 4, 1961, to carry out part I of its transit development program for the National Capital region. Part I consists of land acquisition, and incidental construction, for future express transit facilities in conjunction with the development of three major new highways in the

National Capital region: Interstate Route 66 in Fairfax and Arlington Counties, Va.; Interstate Route 95 in Prince Georges County, Md., and the George Washington Memorial Parkway in Montgomery County, Md. The Agency's estimate was that a total of $3,500,000 would be required to carry out the land acquisition program authorized by Public Law 355. The sum of $1 million was appropriated during the 1st session of the 87th Congress for this purpose. An additional $2 million will be required during fiscal year 1963. A further $500,000 will be required after fiscal year 1963 to complete part I of the transit development program.

The $1 million authorized for the current fiscal year will be used to purchase extra wide median strips and provide for incidental construction on portions of Routes 66 and 95. Of the $2 million sought for land acquisition and incidental construction for fiscal year 1963, approximately $400,000 is for the purpose of completing all but a very small portion of this median strip program and providing for incidental construction on the George Washington Memorial Parkway.

The remaining $1,600,000 is for the purchase of land for parking and station facilities immediately adjacent to Routes 66 and 95 and the George Washington Memorial Parkway.

This sum will be used to purchase, during fiscal year 1963, four station and parking areas in the vicinity of the George Washington Memorial Parkway; three station and parking areas on Route 95; and four station and parking areas on Route 66. A total of 30 acres will be acquired for parking and station areas adjacent to the George Washington Memorial Parkway at a total cost of $300,000, or $10,000 per acre. A total of 100 acres will be acquired for the three station and parking areas adjacent to Route 95 at a total cost of $500,000, or an average cost of $5,000 per acre. Four parking and station areas, totaling 175 acres, will be acquired adjacent to Route 66 at a total cost of $800,000 or $4,500 per acre.

Program and financing

[In thousands of dollars]

	1961 actual	1962 estimate	1963 estimate
Program by activities:			
1. Land for transit facilities	----------	635	1,600
2. Incidental construction	----------	50	200
3. Program direction	----------	15	----------
Total program costs	----------	700	1,800
Change in selected resources [1]	----------	300	200
Total obligations	----------	1,000	2,000
Financing: New obligational authority (appropriation)	----------	1,000	2,000

[1] Selected resources as of June 30 are as follows: 1962, $300,000; 1963, $500,000.

Object classification

	1961 actual	1962 estimate	1963 estimate
11 Personnel compensation: (Permanent positions)	----------	13	----------
12 Personnel benefits	----------	1	----------
25 Other services	----------	21	50
31 Lands and structures	----------	965	1,950
Total obligations	----------	1,000	2,000

LAND ACQUISITION PROGRAM

Chairman HAYDEN. Please explain to the committee what is involved in this request?

Mr. STOLZENBACH. You may recall, Mr. Chairman, that we came before the Appropriations Committee last summer following the enactment of the legislative authorization to acquire land, to participate with the States of Maryland and Virginia in acquiring land.

This land acquisition is for essentially two purposes, extra width of median strips in two highways and the acquisition of land that will be needed for the stations along the route, the whole idea being that you can acquire this land now at essentially farm land prices; whereas, if we wait until these thoroughfares are actually under construction and development, and this is long-range advance land acquisition—there is no question about it—it will cost more.

FEDERAL PARTICIPATION WITH VIRGINIA AND MARYLAND

Chairman HAYDEN. Have you obligated this million dollars?

Mr. STOLZENBACH. We asked for $2½ million because the Virginia and Maryland Highway Departments told us that they fully expected to be acquiring land and would need our participation during this fiscal year. Congress reduced our request to $1 million.

Actually we were never heard by the House committee. I recall the Senate committee did recommend including our full amount of $2½ million, the full amount we requested. We are simply asking for restoration of the amount that was reduced in the supplemental—$1½ million—plus an additional half million which we had fully explained at that time would be necessary during the fiscal year 1963.

Chairman HAYDEN. Is any of it obligated at the present time?

Mr. STOLZENBACH. At the moment, no.

Chairman HAYDEN. Are there any further questions?

Senator BIBLE. Thank you, Mr. Chairman. No.

Chairman HAYDEN. We thank you for your appearance.

Mr. STOLZENBACH. Thank you, Mr. Chairman.

Chairman HAYDEN. We will recess until 10 a.m., Friday, March 9, when we will hear outside witnesses.

(Whereupon, at 12:45 p.m., Thursday, March 8, 1962, the subcommittee recessed to reconvene at 10 a.m., Friday, March 9, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

FRIDAY, MARCH 9, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 1223, New Senate Office Building, Hon. Carl Hayden (chairman) presiding.

Present: Chairman Hayden, Senators Byrd, and Young.

Also present: Senator Cooper.

DEPARTMENT OF AGRICULTURE

SUPPORT OF FOREST SERVICE BUDGET

STATEMENT OF HON. JOHN SHERMAN COOPER, A U.S. SENATOR FROM THE STATE OF KENTUCKY

GENERAL STATEMENT

Chairman HAYDEN. The committee will be in order.

We will hear from our distinguished colleague, Senator Cooper of Kentucky, who wishes to speak with regard to certain Forest Service research.

Senator COOPER. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, I appreciate very much the opportunity to appear before this committee. I know that Monday is the day you will consider Forest Service items, but I am glad that you can hear me today because I think the subject of my request is also of interest to the Department of Interior and several of its agencies.

I have come to ask that $200,000 be added to the Forest Service budget, for research on the restoration of strip-mined land in the Appalachian region.

This is a matter of great importance to my State and, while the Senators can speak for themselves, I believe this work will also prove to be of great value in Pennsylvania, West Virginia, Tennessee, and Virginia—in fact, throughout the region overlying the Appalachian coalfield. And I am sure that preservation of the beauty of the mountains, and conservation of the water, timber and wildlife of the region—of all its basic resources—is a matter of consequence to the country as a whole.

In the high forested watersheds of the Appalachians, coal operations are turning rapidly to strip and auger mining. By strip mining, several times as much coal can be produced per man, with smaller

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investment, and at lower cost. It does provide employment, and income, to a region historically dependent on coal. But it may destroy the natural forest resources of timber, water, wildlife and recreation, both in the areas mined and nearby, on which the future of the region depends.

As members of the committee, and I am sure Senator Byrd of West Virginia, know, this operation consists of carving great benches the length of the mountainside. In order to expose a strip of coal which can be taken out with a power shovel, bulldozers start the cut well above the seam to be worked. The vertical face, or "highwall," drops 25 to 75 or even 100 feet, to a ledge perhaps 75 feet wide. The overburden removed is dumped over the side of the mountain. After the exposed coal is scooped out, great augers, some 6 feet in diameter, drill into the mountain 500 feet or so, extracting more coal.

I am told that in a typical operation with four or five pieces of equipment—bulldozer, shovel, auger and trucks—five to eight men may recover 500 tons of coal a day, compared to 14 tons or more per man in mechanized shaft mines. The work goes fast, and a mile may be stripped in surprisingly few days. After the first cut, the next higher seam on the ridge may be worked, and so on.

The resulting problems of land reclamation and timber restoration are immense. Kentucky, as well as West Virginia and Pennsylvania, and I think three other States, have laws to encourage the restoration of coal-stripped lands. But it is hard to get results until practical recommendations, based on scientific knowledge, can be made for improved mining practices and effective conservation measures.

To give only one example of the associated problems, rains in eastern Kentucky last week started great earth slides from the surface mining spoil banks, which up-rooted trees and blocked streams. I have here an article from the Louisville Courier-Journal of March 3, which describes very graphically what can happen.

(The article referred to follows:)

[From the Louisville Courier-Journal, Mar. 3, 1962]

MUD, DEBRIS FROM MOUNTAINSIDE CHOKE OFF THE CUMBERLAND AT BLAIR

(By Fred W. Luigart, Jr.)

BLAIR, KY., March 2.—An avalanche of water, mud, boulders, and large trees has poured out of Wolfpen Creek into the Cumberland River here—apparently from the large mountainside strip-mining operation of a United States Steel Corp. subsidiary.

Three persons have already evacuated their homes. The debris is choking off the river and has caused it to rise upstream despite efforts by the United States Coal & Coke Co. to keep the channel clear.

Other creeks which fall from Black Mountain, site of the coal-stripping operation, were also filling with the debris.

MORE ACCUMULATED

An inspection of Wolfpen Creek, upstream from Blair in Harlan County, revealed a fantastic accumulation of debris which could come cascading down the mountainside with more rain.

At two points along the creek, boulders and logs more than 2 feet in diameter had formed dams approximately 6 to 10 feet high and 15 feet across. They were holding back tons of mud and water. Smaller dams could be seen farther upstream. Puddles of mud several feet deep were accumulating along the banks of the creek.

LODGED AGAINST HOUSES

The scene at Blair, where Wolfpen Creek flows into the Cumberland, was causing motorists and tourists to stop for an inspection of the damage. The community is 5 miles east of Cumberland on U.S. Route 119.

Mud and debris was lodged against the homes of Mr. and Mrs. Fred B. Jones, and their son, Haskell Jones. Workmen wading in ankle-deep mud were evacuating the Joneses from their homes.

Bottom land and fields along the creek were covered with debris that included uprooted trees and one tree that Jones said was around 50 feet tall until it was snapped in the avalanche.

Giant logs and rocks and a huge mound of mud were accumulating at the confluence of the creek and river. Mud and rocks were forming a dam across the river. Downriver, logs and other debris were lodged beneath the water against a wooden bridge.

OFFICIAL IS UNCERTAIN

Upstream and farther down the Cumberland River, the water was running smoothly. But, at Blair, it was tumbling like rapids over the accumulation in the main channel.

A coal company official who made an inspection of the damage refused to say if the debris had come from his firm's stripping operation.

"We don't know where it came from," he said. He declined to give his name.

Another official of the firm said his company was doing everything it could to keep the channel clear.

However, employees of the company who were helping the Joneses evacuate readily identified the debris as overburden from the strip mine.

So, too, did the Joneses and their neighbors.

"This never happened here before they started strip mining on Black Mountain," said Mrs. Jones. "The company said they'd find us a place to live and store our furniture."

The company has been strip mining coal near the top of Black Mountain, highest in Kentucky, for the past 3 or 4 years, her husband said. The company is recovering a high-grade metallurgical coal from seams up to 10 feet thick.

Overburden, the debris removed in a strip-mining operation from above the coal, is tossed over the mountain where it accumulates until heavy rains and gravity send it crashing downhill.

THIS IS THIRD AVALANCHE

The present avalanche is the third to roar out of Wolfpen Creek. The first occurred December 20, and the second in early January, but the debris remained in the channel both times, Mrs. Jones said.

"It choked up the river once and caused the water to back up about one-fourth mile, but the company cleaned it out," Mrs. Jones said. "You can see now it's backing up the river again."

Her husband, who is unemployed, said the steel company has been sending an inspector up Wolfpen Creek daily since the December 20 avalanche to check on the accumulation of debris.

"They warn us, if some's coming out," he added. The present avalanche started here at noon Thursday. It subsided shortly after for about an hour, and then resumed."

"YOU COULD HEAR ROCKS"

Mrs. Jones said, "You could hear logs breaking and popping, the rocks rolling, the water tumbling."

Mrs. Steve Scott, a neighbor of the Joneses, said debris from another creek leading up to the strip mine has spilled over into her bottom lands.

Another neighbor, Mrs. Frank Sparks, said water backed up by the small dam of debris was getting into her furnace room. Her home is along the bank of the river a short distance upstream.

RESTORATION OF STRIPPED MOUNTAIN LAND

Senator COOPER. These eastern Kentucky valleys had floods before surface mining began, but the raw land sheds water much faster. The severe floods last week—and the area has been declared a disaster

area—are an example of the urgent need for practical reclamation measures to hold and slow the water on these unprotected slopes, and to get them back under grass and timber.

Research has shown how to restore strip land in flat and rolling country, which has even been turned into recreation and wildlife areas. But until last year no scientific work had been done to find similar answers for stripped mountain land.

I am glad to tell the committee that the U.S. Forest Service began such work last fall, on a very small budget of $20,000, at the Berea Forest Research Center. The center is under the direction of the Central States Forest Experiment Station, which did the work on restoring strip lands in Ohio, Indiana, and Illinois. The director of the experiment station, Mr. R. D. Lane, has had years of experience finding ways to grow trees on stripped land.

The Forest Service has a mining engineer on the job at the Berea Research Center now. To carry forward this work, a soil physicist, a soil chemist, a stream biologist, a watershed management specialist, a silviculturist or tree planting expert, and other scientists are needed. They will form a team to get the facts on which sound recommendations and practical measures can be built.

At present the most fundamental knowledge is not at hand. While the gross results are all too plain to anyone who has flown over the area or been on the ground, there is a lack of basic data on the rate of erosion under various conditions, the extent of stream pollution from copperas and sulfurous acid, runoff rate and its relation to flood protection measures, stream and reservoir siltation, and other questions. So the first problem is that we do not even know in an organized way what is happening now.

Second, the scientists at the Berea Research Center must find the practical steps to reclaim, reforest, and put to use the stripped coal lands. When they determine the entineering properties of the earth and shattered rock materials removed in mining, they can then figure out how to place the material so it will not slide down the steep slopes. They can show how to locate, construct, and maintain haul roads to prevent erosion, stream contamination, and damaging storm runoff the bared areas. They can tell how to keep the tree seedlings from being washed away, and how to cover acid layers to prevent the pollution which kills fish miles downstream.

Because this urgently needed work is already underway in Kentucky, the Forest Service considers the Berea Forest Research Center the logical place to expand its efforts. I have a letter from Dr. McArdle, Chief of the Forest Service, which I will submit for the record, citing their capabilities and plans, which call for an expenditure of $200,000 per year.

This seems to me a small amount in view of the scope of the problems, the size of the region affected, and the people in the area who will ultimately benefit from research undertaken now. These same areas are depressed, because they depended in the past on coal, but the technology has changed. I think the committee will understand how much good can grow from a modest additional appropriation to permit this work to be carried forward.

While my request to the committee today is for funds to accelerate and expand Forest Service research on the restoration of stripped coal land in the Appalachian region, I make two additional suggestions:

First, I believe that a cooperative program should be formulated to bring together the research talents of the several Federal agencies interested in this subject. The Corps of Engineers, the Tennessee Valley Authority, the Soil Conservation Service, the Area Redevelopment Administration, the Fish and Wildlife Service, the Geological Survey, the Bureau of Mines, the Office of Coal Research, and other agencies, as well as the Forest Service, all have a proper interest in this subject and can contribute to solutions.

PRESIDENT'S MESSAGE

In this connection, President Kennedy, in his March 1 message to the Congress on conservation, stated:

> A special problem of land conservation calling for immediate attention is the serious erosion and river pollution created by surface mining practices. Techniques must promptly be devised to prevent or minimize this despoilment if we are not to abandon great areas of scenic beauty and create difficult silting problems in many sections of the country. I have directed the Secretary of the Interior, working with appropriate Federal agencies and with the States, to recommend a program of research and action.

I understand the resources program staff under Secretary Udall has given some thought to this matter, and I have a letter from the staff director outlining their tentative ideas. It may be that the Department will come before this committee a little later this year with recommendations. But I point out that whatever study groups are convened, and whatever recommendations are made, improvement will depend at last on the kind of research being done at the Berea Forest Research Center.

For this reason, I think my request is fully consistent with the President's proposal which, had it come earlier, might have been reflected in the budget request for the Forest Service research appropriation. The Berea work, if adequately supported, can be the quickest, surest road to the techniques which the President said "must promptly be devised." To delay this work would be to deny the scientific information needed by any group, private or public, wishing to undertake conservation measures, or which may be charged with making recommendations.

FACILITIES AT BEREA RESEARCH CENTER

My second suggestion is that the plans of the Forest Service to construct laboratory facilities and greenhouses at the Berea Research Center also be advanced, and submitted to this committee in the regular budget next year. Considering the very rapid growth of strip mining in the Appalachian coalfield, its importance in terms of jobs and income for the area, and the large problems of water, soil, timber, wildlife and scenic conservation it brings, certainly one major research center devoted to these problems should be established. And because this work has started at Berea, it would be the proper place for such a land reclamation center. Other interested agencies might wish to cooperate with and contribute to the work being done there toward improved mining practices and conservation measures.

That completes my statement. I believe the chairman has received letters on this subject from Mr. J. O. Matlick, commissioner of the Kentucky Department of Conservation, and from the Kentucky

Farm Bureau Federation. I also have a copy of the resolution adopted last month by the National Association of Soil Conservation Districts, and an editorial which describes the situation in Kentucky.

Senator Morton, who is out of the city today, has asked me to submit a statement on his behalf, and I am informed that several other Senators also wish to support this request.

I thank the chairman again for his courtesy, and the members of the committee for their attention.

Chairman HAYDEN. Thank you, Senator. The statements you have referred to will be inserted in the record at this point.

(The material referred to follows:)

DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 6, 1962.

Hon. JOHN SHERMAN COOPER,
U.S. Senate, Washington, D.C.

DEAR SENATOR COOPER: We appreciate receiving your letter of February 27, 1962, concerning problems associated with strip mining of coal in eastern Kentucky and other States.

The problem of determining how to carry on surface mining of coal in the Appalachian Mountains region without destroying or doing irreparable damage to forest watersheds and the various forest resources is of considerable concern to the Forest Service.

Following several years of study, we have developed sound guides for the planting of trees on mining spoil materials. But success in planting can only be assured if the spoil material is left in a relatively stable, low-in-acid condition. There is a critical need for information as to how stripping operations can be effectively and economically carried out with a minimum of damage to the various resources from acid water and sediment during the operation, and also leave the site so it can be soon returned to a productive forest condition.

We have started research on this problem at Berea, Ky., and currently about $20,000 is going into the project. Our short-range plans for this work call for $200,000 per year.

This project will eventually require laboratory facilities not now available, but the most immediate need is for strengthening the staff so that studies in the field can be started. Due to overall financial needs and the many other high priority projects requiring attention, we have been unable to provide for any strengthening of this project in our proposed budget for fiscal year 1963. However, we certainly will keep the needs for research on surface mining prominently in mind as future budgets are developed.

We appreciate your interest in our program and will be glad to answer any additional questions you may have.

Sincerely yours,

RICHARD E. MCARDLE, *Chief.*
By EDWARD C. CROFTS.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 8, 1962.

Hon. JOHN SHERMAN COOPER,
U.S. Senate, Washington, D.C.

DEAR SENATOR COOPER: Because of your interest in the problems of reclamation of surface (strip) mining areas, and at the request of your staff in recent telephone conversations with my staff, the following are our proposals in this regard.

As you know, the President in his conservation message directed the Secretary of the Interior, working with appropriate Federal agencies and with the States, to recommend a program of research and action on this problem.

In the last session of Congress several similar bills (H.R. 497, 3088, 9480) proposed that the Secretary of the Interior make a study of the problem. Our comments on this proposed legislation are pending with the Bureau of the Budget.

In attacking this problem, we believe an overall study of the scope of the problem, previous work, research needs, and possible solutions with recommendations is vital. To our knowledge, no such overall look at the problem has been made.

Our tentative ideas on this study are as follows:

(1) The study group should consist of various agencies in the Department of the Interior, Forest Service and Soil Conservation Service in the Department of Agriculture, Area Redevelopment Administration in the Department of Commerce since many of the areas involved are area redevelopment areas, and the Tennessee Valley Authority since they use large amounts of strip-mined coal. Coordination would be in the Office of the Secretary of the Interior.

(2) Each individual agency would handle individual phases of the problem. For example, Forest Service might handle forest and revegetation phases; Geological Survey, the water phases; Bureau of Mines, mining phases, etc.

(3) After the major problems have been defined, sample problem areas might be examined and studied in detail by the group. For example, strip mine areas in a flat area and in a mountainous area might be studied.

(4) The group will probably want to gather and abstract all available information on the subject. State agencies, interested congressional groups, industry groups, conservation groups, should also probably be contacted for information and ideas.

(5) The group should try to develop the scope of the problem, the implications of possible reclamation programs on recreation and area redevelopment, water, soil conservation, etc. An overall report should be prepared setting forth the facts, the conclusions therefrom, recommendations for research and legislation, if needed.

We believe the study should begin and be completed in fiscal year 1963 so that Congress and the public may have the facts as soon as possible and so that any needed action can be taken on the problem. We have not yet decided whether additional funds are needed to carry out this study. If they are needed, we will consider making a request for the additional funds.

We appreciate your interest in this resource problem.

Sincerely yours,

CHARLES H. STODDARD,
Director, Resources Program Staff.

COMMONWEALTH OF KENTUCKY,
DEPARTMENT OF CONSERVATION,
Frankfort, February 28, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Subcommittee on Appropriations for the Department of Interior and Related Agencies, Senate Office Building, Washington, D.C.

DEAR SIR: I am writing to recommend that you and your subcommittee increase this year the appropriations for research work done by the U.S. Forest Service.

This Federal agency, with funds from increased appropriations made by Congress last year, has started two new lines of research in Kentucky. One of these will help us find practical ways to reduce or eliminate damage done to forest resources by strip and auger mining of coal in the Appalachian coalfield. Some 18,000 acres of land have been strip and auger mined in Kentucky during the past 4 years. Mining in and adjacent to the Tennessee Valley now totals over 1,000 miles of contour cuts. Quite probably several thousand additional miles will be contour stripped in the next two decades. Research must find out exactly how this kind of mining affects our timber, water, wildlife, and recreation resources. Then we need research to find practical, economical ways to reduce, eliminate, an repair any undesirable effects without imposing undue financial burdens upon the mining industry.

Because we feel that this work is extremely important, we are contributing to it. Together with the Forest Service, we have only enough funds to employ two research men. This is a meager force to undertake so large and important research job. Therefore, we recommend that $100,000 be added to the Forest Service appropriations for next year to strengthen research now underway in strip and auger mining in Kentucky.

The second line of work just started by the Forest Service is in marketing and processing forest products. This work will help us make more complete, efficient utilization of timber resources and lend a stronger economy for Kentucky. This is especially true for eastern Kentucky where 3 out of every 4 acres are in forest and where we have a distressed economy. Furthermore, this research will pro-

vide technical knowledge needed by State agencies now conducting active programs directed to solving these problems. For example, our State division of forestry is working with forest land owners and wood-using industries to improve timber protection, production, utilization, and marketing. The university, through extension and research, is assisting in this effort. And our department of economic development and area program office are assisting wood-using industries to expand and come into Kentucky. Thus, our State is making a strong, coordinated effort to improve our economy and employment opportunities through better use and marketing of our forest resources.

Much of the work we are doing is heavily dependent upon the research started by the Forest Service. So, I hope that you will find ways to strengthen their work this year. We feel that an additional $60,000, as a minimum, is needed to expand this research.

We do appreciate very much the action you and the Congress took last year that made possible these new research programs in Kentucky. Undoubtedly, you have many worthy requests for similar research increases from other parts of the Nation. I hope and urge that you will continue to provide the funds needed to expand this fine forest research program and that in doing so you will include our needs in Kentucky.

Yours very truly,

J. O. MATLICK,
Commissioner of Conservation.

KENTUCKY FARM BUREAU FEDERATION,
Louisville, Ky., February 28, 1962.

Senator CARL HAYDEN,
Chairman, Senate Subcommittee on Appropriations for the Department of Interior and Related Agencies, Senate Office Building, Washington, D.C.

DEAR CHAIRMAN HAYDEN: We were highly pleased that the Congress increased appropriations for the U.S. Forest Service research programs during its last session. This permitted the Forest Service to start promptly two new kinds of work in Kentucky.

The Kentucky Farm Bureau Federation is very much in favor of a stronger Federal forestry research program for our State. As evidence, I have enclosed a copy of the resolution we adopted at our annual meeting last year. Thus we wish to recommend that the two new research programs started by the Forest Service be expanded next year.

One of the programs that we are strongly interested in will help us find practical ways to protect and restore natural resources during strip and auger mining of coal in forested watersheds of Kentucky and other parts of the Appalachian coal field. This is a serious problem now and promises to become even greater as more coal is removed from the high mountain watersheds of eastern United States. The work just now started by the Forest Service is being strengthened by contributions from our Kentucky Department of Conservation, but, together, these two groups have only enough funds for two research men.

The second new research program will help us find ways to improve processing and marketing of Kentucky timber. This work is being done by the Forest Service, with the University of Kentucky cooperating. It will supplement and furnish badly needed information for several State programs that are helping us use more fully and completely our timber resources. These programs are conducted by the Kentucky Departments of Conservation and Economic Development, the area program office and the Extension Service, but, as with the strip mine research work, very limited funds are available for research—in this case just enough for one man.

In our opinion, these two Forest Service research programs should be expanded immediately. We feel that a minimum of $100,000 should be added to the strip mine research work and $60,000 to the timber processing and marketing research program. The problems in both of these fields are so large that the small programs we now have cannot make the contributions needed as rapidly as we should have them.

Appropriation of the additional funds we have recommended probably will exceed those contained in President Kennedy's budget for Forest Service research. We know, too, from our discussions with other farm bureaus that a much bigger national program of forestry research is needed, but we hope your subcommittee and Congress can provide this year the funds for the Forest Service to do the

research in which we are interested for Kentucky, as well as meet other urgent needs in the Nation.

Again, we want to express our appreciation to you and your subcommittee and to the Congress for the increases made in Forest Service research work last year. We trust that you will provide the additional funds needed to advance this fine work next year.

Very truly yours,

JOHN W. KOON, *Executive Secretary.*

RESOLUTION ADOPTED BY THE VOTING DELEGATES OF THE KENTUCKY FARM BUREAU FEDERATION ON NOVEMBER 15, 1961, CONCERNING FORESTRY

We recommend an increase in research funds to support additional research in the heavily forested area of the Central States forestry region of the United States. This region includes Kentucky, Ohio, Indiana, Illinois, and Missouri. This research is needed to help landowners in these forest areas to better manage and market their timber, increase employment opportunities by establishing suitable wood-using industries and encouraging development of water, wildlife, and recreational resources.

Further, we believe such research to be basic to the fulfillment of the objectives of the rural development program now underway in many of the heavily forested counties in these States.

It is recommended that the Federal appropriation be increased to a level more in line with State appropriation so as to finance a practical and sound program in forestry.

RESOLUTION ADOPTED BY THE VOTING DELEGATES OF THE KENTUCKY FARM BUREAU FEDERATION ON NOVEMBER 15, 1961, CONCERNING STRIP MINING

"The Kentucky Farm Bureau Federation believes that a forward step was taken in the modernization of the strip mine and reclamation act by the last legislature. We urge better enforcement of this act. We especially urge local and public support of the reclamation provision of this act.

"The Kentucky Farm Bureau Federation further urges that an activity be initiated by the Strip Mine and Reclamation Commission to gather research information needed for further soil and water conservation and spoil bank stabilization, so as to permit maximum utilization of land in strip-mined areas."

THE NATIONAL ASSOCIATION OF SOIL CONSERVATION DISTRICTS,
Washington, D.C., March 7, 1962.

Miss JANET HUMPHREY,
Senator Cooper's Office,
Senate Office Building,
Washington, D.C.

DEAR MISS HUMPHREY: As I promised on the phone today, I'm sending you the policy position of the NACD on "Restoration of Mining Areas"—adopted by our association at its annual convention in Philadelphia last month (February 4–9, 1962). The position, as you will note, endorses research into the economic restoration of strip mining areas.

"RESTORATION OF MINING AREAS

"Strip mining operations are rendering hundreds of acres of land unprofitable for production of forest, grass, crops, or wildlife. Moreover, these strip mined areas contribute to flood and sediment damage to farms, cities, roads, water supplies, and stream fishing.

"Accordingly, the national association urges the continuation of research in the economic restoration of such areas by landowners, and it will continue to encourage and support every effort of landowners, mining interests, and public agencies to restore land already damaged by strip mining operations."

Cordially,

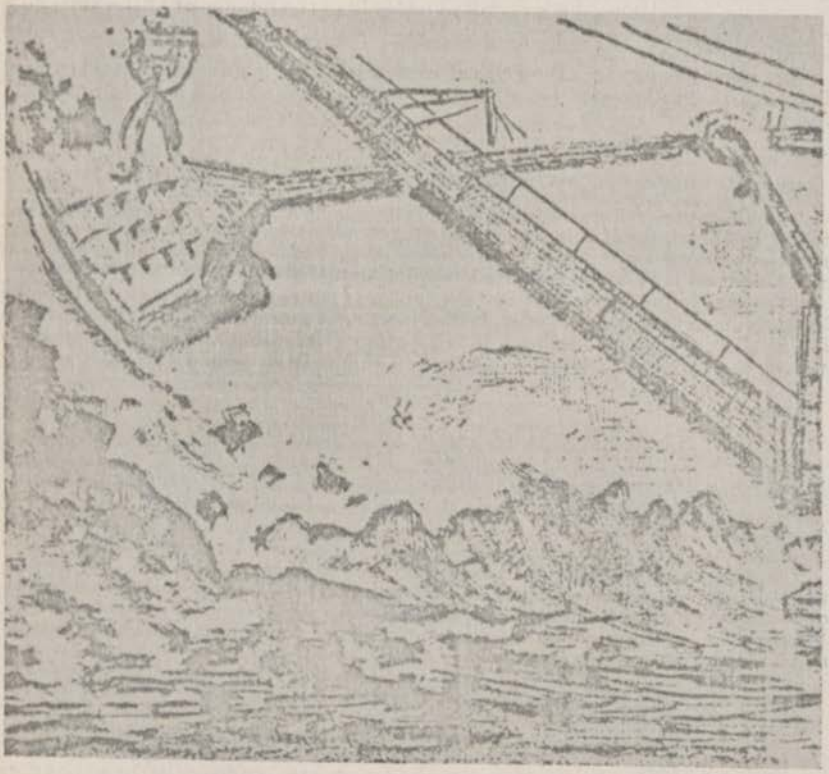
GORDON K. ZIMMERMAN,
Executive Secretary.

[Editorial from the Louisville Courier-Journal, Dec. 20, 1960]

ENFORCEMENT, JUDGMENT MIGHT EASE STRIP MINING PROBLEMS

In a careful and thorough study of hillside strip mining, published in last Sunday's Passing Show section, Fred Luigart has called attention to one of the most far-reaching problems facing eastern Kentucky and, less directly, the entire State. Economically depressed because of declining employment in mechanized mines and on disappearing farms, eastern Kentucky desperately needs the jobs and income made possible by strip mining. But the potential destruction caused by strip operations is so great that neither the area immediately affected nor the State which may ultimately pay the cost of restoring the damaged land can ignore the problems that the industry creates.

In hillside stripping, the side or top of a mountain is sliced away to uncover coal which is then scooped out. The earth removed from the top of the coal seam, called the overburden, is dumped down the hillside where it kills vegetation, washes across fertile land and eventually finds its way into streams which it clogs to cause bottom-land flooding, and where its released acids kill all life within the stream and make the water unusable for livestock.



The problem is of concern to all of Kentucky because the destruction of soil and the silting of streams in eastern Kentucky create economic distress in which the whole State shares. Historically, the coal counties of this region have consumed the lion's share of State relief, welfare, and school-aid funds contributed by all taxpayers, and the distribution of public money must inevitably become more disproportionate if conditions in eastern Kentucky do not improve. The streams that rise in eastern Kentucky flow into our great reservoirs, such as Cumberland and Barkley Lakes, where excessive silting could cause serious problems.

The whole State pays the cost of clearing, repairing and ditching highways damaged by earth and rocks sliding down from strip sites. The whole State shares the cost of parks being created in eastern Kentucky, which may be damaged by silt and acid in the streams. Certainly, eastern Kentucky needs more parks. But the State should consider seriously the advisability of creating new parks in mountain areas that may be scarred by strip operations.

At the same time, there is no escaping the fact that this region desperately needs the few jobs that strip mines provide. It was recognition of this situation that prompted the last general assembly to pass a law that permits strip operations but tries to control the damage they do. The law requires strip operators to obtain permission to strip land, and to post bond assuring that they will restore and reclaim the strip site according to plans they must submit before stripping. The law, however, is unfortunately vague in that it requires the stripper to restore the land only where and to the extent that restoration is practical. The matter of practicality, as might be supposed, is one on which strippers and conservationists have not agreed.

The problem of strip mining is further complicated by the long deed under which a handful of land and coal companies retain the right to minerals under land held by private owners who in many cases are unaware of the restriction of their ownership. Until recently, State courts and the court of appeals have insisted that the long deed gave the company the right to exploit minerals as they saw fit, even if this required stripping a man's land against his wishes and by the destruction of his farm and residential property. A recent Federal court ruling however, said that the long deed does not give the holding company the right to destroy the future productiveness of a man's land.

SOMETHING IS WRONG HERE

The tactics of long-deed holders and the ravages of strip-mine operations have, as Mr. Luigart points out, aroused considerable agitation in parts of eastern Kentucky for a strengthened strip-mine control law, or perhaps a prohibition of strip and auger mining. Business groups and chambers of commerce that opposed the relatively mild present strip law when it was proposed last spring are now demanding a stronger law. It seems certain that the law will be a hot issue in the next session of the legislature.

Before such action is attempted, however, we need to know a great deal more about the entire problem of strip mining in hillside land than we do now. Unfortunately, because most previous stripping has been carried on in flat or rolling country, relatively little is known about hillside stripping, which has only recently become widespread.

Furthermore, we need to see how the present law will work if properly enforced, before we begin looking for another law. And, in all fairness to the Department of Conservation that is supposed to enforce the law, it must be said that there is every evidence that the law has not been enforced so far. Neither is there convincing evidence that the field agents of the department are willing, trained, or sufficient in number to supervise, instruct, and compel strippers to post bond, make restoration plans, and carry out efficient reclamation projects.

Another thing that is obviously needed immediately is a curtailment of the powers given to land companies under the long deed. When a strip miner can move onto a man's land against his wishes, tear up his garden, destroy his farm, flood his home and yard with mud, and pay him $17 for the destruction of his livelihood, and possessions—then something is extremely wrong. Yet, as Mr. Luigart shows, this not only can be done but is being done in eastern Kentucky.

The fact that it is being done is evidence of an arrogance on the part of the strip miners that is extremely shortsighted. It can only arouse hostility and bring punitive action from the legislature. And before the matter erupts on the floor of the legislature, Governor Combs would do well to make sure that the present law is more capably enforced. It could save him some headaches in 1962.

U.S. SENATE,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Appropriations, Interior Department and Related Agencies, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The necessity of being absent from Washington on official business prevents my joining today with my distinguished colleague from Kentucky, the Honorable John Sherman Cooper, to testify in behalf of certain appropriations for Forest Service projects being considered for inclusion in the fiscal 1963 appropriations bill for the Department of the Interior and related agencies.

I concur fully in Senator Cooper's recommendations for increasing the Forest Service's allocation by $200,000 to accelerate research toward developing methods to reclaim mountain land affected by strip and auger mining. Important preliminary work has been performed by the Central States Forest Experiment Station in Berea, Ky., and the station's programs should be expanded and accelerated. I will not go into the specifics of why this is imperative at this time because Senator Cooper developed the need in excellent fashion during his testimony.

In addition, I would also request consideration of a second Forest Service item, which several Kentucky organizations support as vital to developing Kentucky's timber products resources. I believe that the subcommittee has received communications from Mr. J. O. Matlick, Kentucky commissioner of conservation, and Mr. John W. Koon, executive secretary, Kentucky Farm Bureau Federation, concerning an increase of $60,000 to the research program dealing with the processing and marketing of timber. I support their request and urge its inclusion in the bill.

I appreciate your courtesy in accepting this communication in behalf of the items discussed, and I request that it be included in the hearing record at the conclusion of Senator Cooper's remarks.

With kindest personal regards,

Sincerely yours,

THRUSTON B. MORTON.

SUPPORT FOR FUNDS FOR RESEARCH

Senator BYRD. Mr. Chairman?

Chairman HAYDEN. Yes.

Senator BYRD. May I make this brief comment? I compliment the distinguished senior Senator from Kentucky on his foresight and vision, and great interest in this matter, which is of importance to his State and to adjoining States. I think it is commendable that he has taken this action to impress upon our committee the importance of these moneys and I would also like to join with him in expressing on behalf of my State of West Virginia a great interest and in pointing to the same imperative need that exists there for moneys for research. I think it is necessary that we find some practical way to reduce the damage that is done by the extensive strip-mining operations that have been carried on and still are being carried on in my State and the Senator from Kentucky's State and other States.

EFFECT OF STRIP-MINING OPERATIONS

These operations, of course, mar the natural beauty of our terrain. They contribute to erosion, as Senator Cooper has very capably indictated. They contribute to the destruction of our streams, to siltation in the streams and in the reservoirs as he has stated, and they result in tremendous destruction to our forests, our soil, and our water resources. I trust that the subcommittee and the full committee will give careful and favorable consideration to the statement

by Senator Cooper, and I assure the distinguished Senator that I will lend whatever support I can to the proposal. I can compliment the Senator from Kentucky, and I know that the committee is going to carefully weight his statement.

Senator COOPER. I thank the Senator. I may say that ever since Senator Byrd has been in the Senate—and I think we came at the same time—we have worked together, and with his colleague, Senator Randolph, on various measures to try to alleviate some of the difficulties we have in the Kentucky and West Virginia area. I think we have worked together on practically every such issue that has been before the Congress. Many times he has asked me to join with him, and I asked him to join with me on this.

I do thank the committee. I think this is a serious problem.

Chairman HAYDEN. All of this activity is on private property?

CUMBERLAND NATIONAL FOREST

Senator COOPER. Yes. The Cumberland National Forest runs through Kentucky, but the Forest Service takes steps now to protect the streams and soil there against stripping. As I pointed out, this great stripping of coal goes on all through the Appalachian region. Some States, including my own, have laws that require the operator to do something about restoring the soil and protecting the streams. But he doesn't know how, because there has been no research to tell him what to do.

The Berea Forest Research Center is the only place in the country that is doing any research on this subject. Forest research centers in other States are engaged in other work. This research has been undertaken in Kentucky, and one man is now working on it.

Senator BYRD. Is any stripping going on in the national forest lands in Kentucky?

Senator COOPER. I do not think so. I can remember several cases where permission was asked to strip, and it was denied as far as I know. At least permission has been denied where the siltage and debris could go down into the streams. I can't tell you right now whether permission was denied in all cases. I will find out for you.

Chairman HAYDEN. We thank you for your statement.

Senator COOPER. Thank you very much for your courtesy.

Chairman HAYDEN. There are a number of witnesses to be heard today, each with regard to some item in the appropriation bill of importance to him. Because of the number of witnesses, I hope that each can file his statement for the record, and highlight it orally.

The first to be heard is Mr. Philip A. Douglas, executive secretary, Sport Fishing Institute.

SPORT FISHING INSTITUTE

STATEMENT OF PHILIP A. DOUGLAS, EXECUTIVE SECRETARY

PREPARED STATEMENT

Mr. DOUGLAS. Good morning, Mr. Chairman. It is a pleasure to appear before you. I am a graduate of the University of Arizona, so I have a close spot in my heart for Arizona.

My name is Philip A. Douglas. I am executive secretary of the Sport Fishing Institute. In the interest of time, I will eliminate

some of the unnecessary points here that are in my written testimony which the clerk has.

Chairman HAYDEN. Your statement will be inserted in the record in full at this point.

(The statement referred to follows:)

Mr. Chairman and members of the committee, my name is Philip A. Douglas. I am executive secretary of the Sport Fishing Institute, located in Washington, D.C. Our purpose in life is a simple one. It is to improve sport fishing to the fullest extent possible through encouraging the rapid development and application of sound fish conservation practices; in short, "to help shorten the time between bites." We are a nonprofit organization, deriving our operation funds from a wide representation of manufacturers of various sorts of equipment used out fishing, industries, and concerned individuals.

The Sport Fishing Institute appreciates the opportunity to appear before your committee. At the outset, I should like to support the testimony of my colleagues in conservation here today, who are recommending additional funds to strengthen the several aspects of the Federal programs to which they have addressed themselves.

In the interest of time, I will confine my specific comment to the proposed budget items representing the fishery programs which are the responsibility of the Bureau of Sport Fisheries and Wildlife. Too, this is the area of special concern and professional competence that we represent in conservation matters.

1. *Reservoir sport fish research.*—You made possible an encouraging start this year by the initial appropriation of $195,000 for the reservoir research projects in South Dakota and Arkansas. May I remind you, gentlemen, that findings made in the Gavins Point and Beaver Reservoir studies won't necessarily be applicable to reservoirs in California or Massachusetts. As yet, no "common denominator" has been found in reservoir research that can be fed into an IBM machine to solve problems of all impounded waters. More money is needed to carry on the work already begun in other parts of the United States. The ORRRC report, recently handed to the President, predicts that increasing demand for recreational fishing will require an additional 10 million acres of reservoir water area to meet minimum needs by the year 2000. Along with the additional water, we need the basic facts by which to intelligently manage the sport fishery created. In other words, we cannot run before we learn to walk; at the present state of knowledge, we are still on our knees, so to speak. For next year we feel that at least $600,000 is needed in this program, rather than the $195,000 being requested again by the Department of the Interior. This new program needs to grow for the same reasons it required starting.

Last year all the States combined spent a total of $1,400,000 for fresh-water sport fishery reservoir studies. These funds included Dingell-Johnson funds received from the U.S. Fish and Wildlife Service and matched as required by the States, plus other fishery agency funds derived from sales of fishing licenses and other sources. It should be understood, however, that only about 10 percent of this money was directed toward basic research. Our analysis indicates that the bulk of the effort was on short-term management investigations (applied research). These include such things as creel censuses, evaluations of management methods, introductions of forage and sport fishes. They stand in sharp contrast to long-term basic research on such challenging problem areas as reservoir productivity, life histories of fishes, quantitative population estimates, etc.

We emphasize the great importance of the reservoir research program, since we now know that large reservoirs presently account for over 25 percent of all inland fishing activity ($700 million spent by reservoir anglers in 1960). An appropriation of $600,000 in fiscal year 1963 would equip and staff field research teams in the Arkansas, White and Red River Basin, Missouri River Valley, and in Western States. Reservoir construction is expected to double present surface area in 20 years. We regard the sum of $600,000 which we propose should be budgeted for this research work in fiscal year 1963 to be a "drop in the bucket" of the capital return from this fishery utilization by the American people. This can be appreciated more clearly than ever before as a consequence of the reliable estimates developed by ORRRC that show that these reservoirs must supply 38 percent of all inland fishing by 1975, and 50 percent by 2000. To meet these needs, doubling of present fish production in reservoirs will be required through management methods not yet devised. Obviously, they never can be devised unless the necessary research is undertaken. Therefore, we respectfully urge, Mr. Chairman, that your committee increase the sum for reservoir research to

the level of at least $600,000 in fiscal year 1963 to permit significant if modest progress to be made in this vital field.

2. *Salt water sport fish research.*—It appeared as though a fine beginning had been made in 1959, when an annual appropriation of $2,700,000 was authorized as a top limit for salt water sport fish research. The actual budget for fiscal year 1962, however, was but $158,000. A tangible beginning in a marine game fish research program was made this year on this same budget. The Sandy Hook, N.J., Marine Game Fish Laboratory was established and physical arrangements have been planned for a west coast counterpart facility at Tiburon, Calif., on San Francisco Bay. The salt water angler is becoming more proficient in locating and catching fish. His equipment, boats, electronic fish-finders, tackle, is continually being improved. A nationwide survey was conducted on saltwater angling in 1960, revealing a harvest of 630 million fish by 10 million people who spent over $600 million in the process, which portends the immediate needs of basic research programs in this field. It revealed a 7-percent average annual increase in fishing pressure on marine sport fishes since 1955—a rate of increase that is fourfold that of the population of our country.

For fiscal year 1963 at least $850,000 appears needed in our view to beef up the facilities, staff, and resulting research on the east coast, and to provide a corresponding and equally necessary program on the west coast. We regard the Department's current request for only $233,000 to continue the program as wholly unrealistic and hopelessly inadequate. There is a need to accelerate studies of estuarine nursery habitats, and to formalize plans (already outlined in preliminary form for a huge coordinated study of the Atlantic Shelf by all marine laboratories in 1964). Badly needed basic, long-term research, using an ecological approach, to provide the base for management of rapidly expanding marine sport fishing, must be soon forthcoming. This fishery will double in 15 years and comprise over one-third of all U.S. angling in 40 years. The ever-recurring threats of pollution, destruction of estuaries, siltation, and overharvest are already upon us. Therefore, we believe if a significant marine sport fishery research program is to be developed in implementation of the will of the Congress, expressed in Public Law 86-359 (73 Stat. 642-643), that providing $850,000 for 1963 fiscal year is absolutely essential. Otherwise, little progress seems possible and the will of the Congress and the interests of many millions of affected Americans would appear to be thwarted. As we see it, the $850,000 that we propose to be budgeted for marine game fish research would be best utilized in the following manner:

Coastal environment studies	$300,000
Estuary and tidal area ecological studies	200,000
University graduate fellowships for life history studies	150,000
Pacific Coast Tiburon Laboratory	150,000
Saltwater aquarium system, Sandy Hook, N.J	50,000
Total	850,000

Although only $150,000 is tagged as a Pacific coast item, it should be understood that part of most of the other items would be spent out of the Pacific station. We look in this regard for an appropriate balance of effort to be developed as between the two coasts in the overall program.

Mr. Chairman, permit me to state that we appreciate and express our thanks to you for the opportunity of appearing before your committee to express our views.

Reservoir Sport Fish Research

Mr. Douglas. I will deal principally with two items in the Interior Appropriations bill, and the first is the reservoir sport fish research.

You made possible an encouraging start this year by the initial appropriation of $195,000 for the reservoir research projects in South Dakota and Arkansas. May I remind you, gentlemen, that findings made in the Gavins Point and Beaver Reservoir studies won't necessarily be applicable to reservoirs in California or Massachusetts. As yet, no common denominator has been found in reservoir research that can be fed into an IBM machine to solve problems of all impounded waters.

More money is needed to carry on the work already begun in other parts of the United States. The ORRRC report, recently handed to

the President, predicts that increasing demand for recreational fishing will require an additional 10 million acres of reservoir water area to meet minimum needs by the year 2000. Along with the additional water, we need the basic facts by which to intelligently manage the sport fishery created. In other words, we cannot run before we learn to walk; at the present state of knowledge, we are still on our knees, so to speak. For next year we feel that at least $600,000 is needed in this program, rather than the $195,000 being requested again by the Department of the Interior. This new program needs to grow for the same reasons it required starting.

Last year all the States combined spent a total of $1.4 million for freshwater sport fishery reservoir studies. These funds included Dingell-Johnson funds received from the U.S. Fish and Wildlife Service and matched as required by the States, plus other fishery agency funds derived from sales of fishing licenses and other sources. It should be understood, however, that only about 10 percent of this money was directed toward basic research.

Our analysis indicates that the bulk of the effort was on short-term management investigations—applied research. These include such things as creel censuses, evaluations of management methods, introductions of forage and sport fishes. They stand in sharp contrast to long-term basic research on such challenging problem areas as reservoir productivity, life histories of fishes, quantitative population estimates, etc.

FUNDS REQUIRED

We emphasize the great importance of the reservoir research program, since we now know that large reservoirs presently account for over 25 percent of all inland fishing activity—$700 million spent by reservoir anglers in 1960. An appropriation of $600,000 in fiscal year 1963 would equip and staff field research teams in the Arkansas, White, and Red River Basin, Missouri River Valley, and in Western States.

Reservoir construction is expected to double present surface area in 20 years. We regard the sum of $600,000 which we propose should be budgeted for this research work in fiscal year 1963 to be a drop in the bucket of the capital return from this fishery utilization by the American people. This can be appreciated more clearly than ever before as a consequence of the reliable estimates developed by ORRRC that show that these reservoirs must supply 38 percent of all inland fishing by 1975, and 50 percent by 2000.

To meet these needs, doubling of present fish production in reservoirs will be required through management methods not yet devised. Obviously, they never can be devised unless the necessary research is undertaken. Therefore, we respectfully urge, Mr. Chairman, that your committee increase the sum for reservoir research to the level of at least $600,000 in fiscal year 1963 to permit significant if modest progress to be made in this vital field.

SALT WATER SPORT FISH RESEARCH

It appeared as though a fine beginning had been made in 1959, when an annual appropriation of $2.7 million was authorized as a top limit for salt water sport fish research. The actual budget for fiscal year 1962, however, was but $158,000. A tangible beginning in a

marine game fish research program was made this year on this same budget. The Sandy Hook, N.J., Marine Game Fish Laboratory was established and physical arrangements have been planned for a west coast counterpart facility at Tiburon, Calif., on San Francisco Bay. The salt water angler is becoming more proficient in locating and catching fish. His equipment, boats, electronic fish finders, tackle, is continually being improved.

A nationwide survey was conducted on salt water angling in 1960, revealing a harvest of 630 million fish by 10 million people who spent over $600 million in the process, which portends the immediate needs of basic research programs in this field. It revealed a 7 percent average annual increase in fishing pressure on marine sport fishes since 1955—a rate of increase that is fourfold that of the population of our country.

For fiscal year 1963 at least $850,000 appears needed in our view, to beef up the facilities, staff, and resulting research on the east coast, and to provide a corresponding and equally necessary program on the west coast. We regard the Department's current request for only $233,000 to continue the program as wholly unrealistic and hopelessly inadequate. There is a need to accelerate studies of estuarine nursery habitats, and to formalize plans already outlined in preliminary form for a huge coordinated study of the Atlantic Shelf by all marine laboratories in 1963.

Badly needed basic, long-term research, using an ecological approach, to provide the base for management of rapidly expanding marine sport fishing, must be soon forthcoming. This fishery will double in 15 years and comprise over one-third of all U.S. angling in 40 years. The ever-recurring threats of pollution, destruction of estuaries, siltation, and overharvest are already upon us. Therefore, we believe if a significant marine sport fishery research program is to be developed in implementation of the will of the Congress, expressed in Public Law 86–359 (73 Stat. 642–643), that providing $850,000 for 1963 fiscal year is absolutely essential. Otherwise, little progress seems possible and the will of the Congress and the interests of many millions of affected Americans would appear to be thwarted. As we see it, the $850,000 that we propose to be budgeted for marine game fish research, would be best utilized in the following manner:

Coastal environmental studies	$300,000
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Although only $150,000 is tagged as a Pacific coast item, it should be understood that part of most of the other items would be spent out of the Pacific station. We look in this regard for an appropriate balance of effort to be developed as between the two coasts in the overall program.

Mr. Chairman, permit me to state that we appreciate and express our thanks to you for the opportunity of appearing before your committee to express our views.

80391—62——60

Chairman HAYDEN. Let me ask what income the Federal Government receives from any excise tax on sports fisheries equipment, such as boats and things of that kind.

Mr. DOUGLAS. The excise tax I am not certain of, but I know somebody here is, if I may call on him to back me up, please.

Chairman HAYDEN. I would just like to get the facts.

OUTDOOR WRITERS ASSOCIATION OF AMERICA

STATEMENT OF RICHARD WOLFF, DIRECTOR

EXCISE TAX ON SPORTS FISHERIES EQUIPMENT

Mr. WOLFF. Mr. Chairman, my name is Richard Wolff, Outdoor Writers Association of America.

I don't know the exact facts, and I would be reluctant to supply them.

Chairman HAYDEN. Maybe you can get them for the record.

Mr. DOUGLAS. Yes, sir, I can get them for the record.

(The information referred to follows:)

July 1, 1960–June 30, 1961—$6,253,432.22.

REVENUES FROM SALE OF LICENSES

Chairman HAYDEN. The Duck Stamp Act helps to pay the bill. There must be some excise tax on this kind of equipment, I would think.

Mr. DOUGLAS. I believe I can answer this. The combined State and Federal funds that are derived from the sale of licenses under the Dingle-Johnson program for fresh water fisheries is $1.4 million. The money that was expended for salt water fishery research work as of a year ago, under the Dingle-Johnson program was in the neighborhood of $435,000.

Chairman HAYDEN. We thank you for your statement.

Mr. DOUGLAS. Thank you, sir; you are very welcome.

PREPARED STATEMENTS

Chairman HAYDEN. Mr. William E. Welsh, secretary-manager, National Reclamation Association, and Mr. C. R. Gutermuth, vice president of the Wildlife Management Institute, who were scheduled to testify today, were unable to appear. I will place in the record the statements they were going to make.

(The statements referred to follow:)

STATEMENT BY WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association.

My purpose in appearing before your committee today is to support the appropriations for three Federal agencies—Forest Service, Geological Survey, and Bureau of Land Management.

FOREST SERVICE

The irrigation farmers of the West have perhaps a greater reason than any other group of individuals for being vitally interested in proper watershed protection and watershed management. The irrigation farmer must have an adequate water supply to irrigate his crops throughout the entire growing season. In fact,

his very existence depends upon that. That means that where irrigation is involved, a well-sustained streamflow runoff is of the utmost importance. Otherwise it is necessary to have storage reservoirs in order to store water from the spring runoff and hold it over for the summer months. And that, of course, is very expensive. That means that the watersheds of the West must be well protected and properly managed.

The higher mountainous areas of most of the watersheds of the West are under the direct supervision and control of the U.S. Forest Service, and we believe that the Forest Service has been doing a very satisfactory work in properly managing the watersheds. We especially endorse the multiple-use program which the Forest Service has adhered to over a period of years. We believe the multiple-use theory is proper and sound, and the correct manner in which to operate a watershed.

We strongly urge that adequate funds be made available to the Forest Service to permit it to keep up to date with its 10-year long-range program.

We also wish to support adequate appropriations to maintain the research program carried on by the intermountain range and forest experiment stations, and also the soil and water aspects of that program.

I am personally acquainted with the forest and intermountain range experiment station work that was carried on on the Boise River watershed. That program has been going now for about 33 years. To me it seems a very appropriate, logical manner in which to approach the many and various problems concerned with the proper operation and use of the watershed and its resources.

At the annual meeting of our association at Billings, Mont., last October, we were privileged to have Dr. Richard E. McArdle, Chief, Forest Service, as a speaker on our program. We were especially interested in his explanation of the difference between watershed protection and watershed management.

As explained by Dr. McArdle, "The primary objective of watershed protection is preservation of quality. The basic principle," he said, "is maintenance of a vegetative cover of trees, grass, and brush sufficient to hold soil in place, to control surface runoff, and to facilitate subsurface water storage." Watershed management, he said, involved maintenance of a vegetative cover, adequate for watershed protection. The members of our association were very much pleased with the presentation by Dr. McArdle at our Billings meetings, and we are happy indeed to endorse the program of the Forest Service with respect to the management of the watersheds and urge adequate appropriations for that program.

BUREAU OF LAND MANAGEMENT

There are approximately 177 million acres of public domain land that are under the jurisdiction of the Bureau of Land Management. This land is practically all in the Western States, and there are public lands in all of those States except Washington. The large percentage of the public domain lands are in a high altitude and an area where they contribute a great deal to the streamflows of the major river basins of the West. For that reason, the proper management and control of these areas is also vitally important to the water users or irrigation farmers of the West.

Prior to the enactment of the Taylor Grazing Act about a quarter of a century ago, these lands were practically uncontrolled. We believe that the Bureau of Land Management has done a very fine job in bringing the management and operation of these areas under control, and the lands of the public domain are in a much better condition as far as watershed protection and management are concerned than they were prior to the enactment of the Taylor Grazing Act.

For that reason, we strongly support the program of the Bureau of Land Management, and urge that adequate funds up to the amount recommended in the budget and sufficient to carry on a satisfactory program be made available to the Bureau of Land Management for its current operations.

GEOLOGICAL SURVEY

Streamflow measurements

The Geological Survey carries on a cooperative streamflow measurement program, which is in operation in practically every river basin throughout the West. The manner in which the various States or local organizations cooperate and contribute financially to the program indicates that it is very popular and that it serves a very useful purpose. Based on 24 years of experience as watermaster on the Boise River in Idaho, I know that this program is very popular among water user organizations, and that it is extremely important.

I know of no other Federal program where the local interests cooperate as wholeheartedly and as enthusiastically as they do with the Geological Survey in its streamflow measurement work. For that reason, the National Reclamation Association is very happy indeed to have the opportunity of supporting this program and urging that adequate funds be made available to carry on the work during the coming fiscal year.

Research

The objectives of the Geological Survey in its research program have been outlined as a study of the sources, amount, and quality of supplies, evaluation of the total national water resources, and research on hydrological principles and processes related to water.

This committee has no doubt been reminded many times of the emphasis and importance that was placed upon water research by the Senate Select Committee on National Water Resources in its report to the President and the Congress. We urge adequate appropriations for the Geological Survey to continue in the research work that it has been carrying on during the past several years.

STATEMENT OF C. R. GUTERMUTH, WILDLIFE MANAGEMENT INSTITUTE, WASHINGTON, D.C.

Mr. Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute. The program of this national conservation organization has been devoted to the improved management of natural resources in the public interest since 1911.

This statement is restricted to certain programs and activities of the Bureau of Sport Fisheries and Wildlife, the Bureau of Land Management, National Park Service, and Smithsonian Institution. The institute's interest is much broader, but we feel obliged to limit the scope and length of this statement. The National Wildlife Federation, Izaak Walton League of America, and Sport Fishing Institute are covering other matters of importance, and the institute endorses and supports the recommendations of those national conservation organizations.

BUREAU OF SPORT FISHERIES AND WILDLIFE

Conservationists are at a loss to understand why only $7 million is requested to carry out the initial phases of the 7-year, $105 million waterfowl wetlands acquisition program authorized last year. No supplemental funds are being requested and 9 months of the program authorization will have expired before any money is available. National waterfowl populations are at an alarmingly low point, Mr. Chairman. Habitat destruction contributes to this serious situation. Only fast action will save key areas from destruction.

We know that the Bureau can use more than the $7 million requested. The Nation's duck hunters—the people who have pledged to repay all of the money provided under this authorization—look to this committee to recommend $10 million or more for this activity in fiscal 1963.

The wildlife research item under "Management and investigations of resources" includes $56,000 for the mourning dove research program. That request, Mr. Chairman, falls far short of the amount actually needed to support the dove research and management program developed by the Bureau in cooperation with the State fish and game departments and the International Association of Game, Fish, and Conservation Commissioners in 1960. That program calls for Federal, State, and local cooperation. The Bureau of Sport Fisheries and Wildlife can put $252,000 to immediate and beneficial use, and the committee is urged to increase the wildlife research item by this amount so that the Federal Government can meet its responsibilities under the migratory bird treaties.

Conservationists believe an enlarged mourning dove research and management program is necessary, because more doves are taken by shooters than any other game bird. Virtually nothing is known about their basic biology, habits, and requirements. Information is needed upon which to base management recommendations that will assure perpetuation of the species. This information and the know-how can be obtained most efficiently through the cooperative program developed by the States and the Federal Government.

BUREAU OF LAND MANAGEMENT

We are pleased, Mr. Chairman, with the overall budget request for about an $8 million increase for the Bureau of Land Management. It is believed that these program increases are a direct reflection of this committee's interest. This committee in 1960 pointed to the "need to provide for more intensified management of our public lands and national forests. These lands represent a major national asset that produce over $500 million in Federal revenues annually."

BLM receipts for 1963 are estimated at $383 million, of which $59 million will be paid to the States and counties in which the public lands are located. The receipts continue to be several times the amount of annual appropriations. Few agencies of the Government can show such an enviable record.

It is hoped that the committee will give favorable consideration to all requests for such important activities as management of grazing lands, forestry, soil and moisture conservation, and fire suppression. These are the activities that assure perpetual public land benefits, the activities that renew and restore the resources from which these benefits accrue. Conservationists are sure that even more money could be used to initiate long-delayed restoration programs on many BLM lands. BLM is years behind in its scheduled program for soil and moisture conservation work. Less than one-fifth of the 151.9 million acres in grazing districts is in good-to-excellent condition. Range management experts say that 76 percent of the rangeland is in static, indefinite, or declining condition.

Actually, we are convinced that the budget request for BLM is not sufficient to meet the current recreational demands on the national land reserve. A pitiful request for $200,000 for this purpose was disallowed last year. Much to our disappointment, the Budget Bureau ruled out a larger departmental request for funds for this purpose this year. Every Member of Congress should know that not one single cent is allocated for the purpose of accommodating outdoor recreation on the millions of acres of land administered by the BLM. This covers picnic tables, fireplaces, water, sanitary facilities and service, and public access—in short, the whole range of facilities and services that the public needs and expects on the public lands.

Recreational use of BLM lands, and those administered by other agencies, is mounting at a fantastic rate. The public wants agency activities to keep abreast of new trends and developments. The recent report of the Outdoor Recreation Resources Review Commission shows that vigorous National, State, and local action is needed in order to meet existing demands for outdoor recreation and to prepare for those that are expected to come in the future. The national land reserve can make a significant contribution to meeting the Federal Government's responsibilities in this regard, Mr. Chairman. It is hoped that the committee will reject the Budget Bureau's recommendation and will provide sufficient funds for this long-neglected phase of the BLM program.

NATIONAL PARK SERVICE

Turning to the National Park Service, Mr. Chairman, the institute urges this committee to approve the $2 million asked for the construction of a connecting road in Rock Creek Park, here in the Nation's Capital, which will eliminate two fords and divert the north and southbound traffic which now passes directly through the National Zoological Park. This construction, we believe, is advisable from two standpoints: First, it will provide a usable 24-hour-a-day road, 365 days a year, in contrast to the present situation where the road is closed every night and the fords frequently become impassible because of high water in Rock Creek. Secondly, diverting a large volume of commuter traffic from the National Zoo will assist materially in creating the proper atmosphere at the zoo, alleviate a serious traffic hazard, reduce the noise, dust, and confusion which currently hampers proper administration of the area. It is surprising that more visiting children have not been injured by automobiles.

SMITHSONIAN INSTITUTION

The committee also is urged to recommend the $950,000 that is requested for planning and construction at the National Zoological Park under the administration of the Smithsonian Institution. These funds are needed to launch the 10-year program of capital improvements that was started by the District of Columbia government in 1962. The construction phases include the provision of an access road, reconstruction of the bird flight cage, and improvements to the existing bird exhibition building. This and other work is sorely needed at the

National Zoological Park. The lack of adequate facilities, and the general deterioration of the buildings, exhibition pens, and grounds is an absolute disgrace, Mr. Chairman. The Zoological Park is visited by people from all parts of the world each year, and the committee is urged to approve the funds that are requested so that this urgently needed restoration program can get going without further delay. Thanks for your patience and courtesy.

Chairman HAYDEN. Concerning a request of the Geological Survey for funds to purchase a replacement aircraft for geophysical survey work, our witnesses will be Mr. Thomas O'Malley, vice president of the Aero Service Corp., Gen. E. M. Day, division general manager, Fairchild Aerial Surveys, Inc., and Mr. John H. Wickham, executive director, Association of Professional Photogrammetrists.

Mr. O'Malley, the committee will be pleased to hear you.

AERO SERVICE CORP. OF PHILADELPHIA, INC.

STATEMENT OF THOMAS O'MALLEY, VICE PRESIDENT IN CHARGE OF OPERATIONS

AIRCRAFT FOR GEOLOGICAL SURVEY WORK

Mr. O'MALLEY. Thank you, Mr. Chairman. We appreciate the opportunity and the privilege of presenting our point of view to this committee. Since we have filed a statement and since the room is very crowded, and I presume time is short, I will do my best to be brief.

Chairman HAYDEN. Thank you, sir. Your statement will be inserted in full in the record at this point.

(The statement referred to follows:)

Mr. Chairman, my name is Thomas O'Malley, vice president in charge of operations for Aero Service Corp. of Philadelphia, a wholly owned subsidiary of Litton Industries of Beverly Hills, Calif. I have been employed in the private aerial survey business for 20 years. I thank this committee for the opportunity and privilege of testifying on the U.S. Geological Survey budget item, "Purchase of a Replacement Aircraft."

The U.S. Geological Survey wants to spend $150,000 to buy a replacement aircraft, probably a Convair. They want this aircraft to continue to perform airborne geophysical surveys for biology, mineral and petroleum exploration, and to update their airborne geophysical and navigational techniques. We do not believe this committee should grant this U.S. Geological Survey budget request. Further, we respectfully suggest that all airborne geophysical surveys for the U.S. Geological Survey should be performed by private aerial survey contractors. Our reasons are these:

(1) The U.S. Geological Survey now performs airborne geophysical surveys, paid for by Federal and matching State funds, or solely with Federal funds. This removes a legitimate market from the private aerial survey contractor and constitutes unfair Government competition with private industry.

(2) The acquisition of a replacement U.S. Geological Survey aircraft will be uneconomical for the taxpayer because the existing commercial airborne geophysical survey capacity can easily perform surveys anticipated by the U.S. Geological Survey.

(3) We believe the U.S. Geological Survey has a proper and constructive role in research for airborne geophysical survey techniques. However, aerial survey qight testing for these research programs can and should be carried out by commercial aerial survey contractors.

(4) The vitality of the commercial aerial survey industry of the United States depends on profit. Without profit there can be no research. Without research there is no technical improvement in geophysical and navigational instrumentation to achieve new and better ways to find mineral deposits and develop our Nation's resources. With few exceptions, these technical advances have been made by the commercial aerial survey industry, but they cannot continue in the face of Federal competition for survey business.

(5) Let us look beyond our own borders. We find that the existence of this commercial aerial survey capability is essential. Why? Because the rapid natural resources inventories, so necessary for intelligent planning of our foreign aid program, depend on modern aerial survey techniques. This capability which the commercial aerial survey industry provides for our own interests in the foreign aid program needs a full, free market at home to maintain employment and earn legitimate profits. This it cannot have in competition with the U.S. Geological Survey.

(6) Parallel situations are found in England and Canada. Both countries have embarked on large-scale inventory of their natural resources through airborne geophysical services. Both countries have abandoned the use of a Federal airborne geophysical capability in favor of performing these programs with private aerial survey contractors. Experience shows that the cost to the taxpayer is lower. Moreover, these countries realize the necessity of maintaining and exporting this capability for aerial resources inventory to the developing nations. As a policy, you cannot deprive industry of a substantial portion of the domestic market by Federal competition, and then look to the specialized, technical industry to prosper and grow at home and abroad.

In summary, the air survey industry has the capacity, the capability, and the private enterprise incentive to perform the U.S. Geological Survey's airborne geophysical survey program. We can supply aircraft, and flight crews and technical personnel for airborne research activities. We can perform, or provide full-time or consultant personnel for research in electronic navigational aids for airborne geophysical surveys and for research studies of the automation of the survey data compilation. In brief, we offer modern aircraft, and operational and technical personnel with a great depth of experience.

It is our view, and the view of our industry, that if there is continued competition from the U.S. Geological Survey, this free enterprise capability will be impaired. More taxpayers' money will be needed to support a Federal airborne geophysical survey capability to find and develop resources here and abroad, if the existing commercial capability cannot survive.

General Statement

Mr. O'Malley. The Geological Survey has requested an item of approximately $150,000 to acquire an aircraft which will serve as an airborne geophysical platform. This aircraft is to replace an existing aircraft that has in the past performed these surveys. We contend that acquiring this aircraft is an unnecessary expenditure in itself and that other expenditures are required in order to equip it with new equipment that is in the form of airborne magnetometers and other airborne sensing devices, and that the cost to operate this aircraft will be far in excess of the cost to operate the existing equipment.

Since the private airborne geophysical contractors in the United States have more than adequate capacity to perform this work, the expenditure, again, I say, is unnecessary. Further, the continuance of this capability in the geological survey when private capacity is available forms a type of government competition with private enterprise.

This argument is developed in the statement that we have made here, and I think for the sake of brevity and in the interest of your time, I will stop at this point.

Chairman Hayden. We are very glad indeed to have your statement because there is a real question here whether or not the work to be done by the Geological Survey is competitive and whether or not the work they seek to do could be done by private enterprise.

Mr. O'Malley. I am trying to make the statement that it can with the existing unused commercial capacity.

Chairman Hayden. That is the issue.

Mr. O'Malley. Yes, sir.

Chairman HAYDEN. We thank you for your statement.
Mr. O'MALLEY. Thank you, sir.

FAIRCHILD AERIAL SURVEYS, INC.

STATEMENT OF BRIG. GEN. E. M. DAY, DIVISION GENERAL MANAGER

GENERAL STATEMENT

Chairman HAYDEN. Gen. E. M. Day, division general manager, Fairchild Aerial Surveys, Inc.

General DAY. Mr. Chairman, Senators, thank you for the opportunity to be here. I appreciate it very much.

My statement is very brief, so I will just read it as it is along the same lines.

My name is Edwin M. Day, brigadier general, USAF, retired, general manager of the aerial surveys division of Fairchild Camera & Instrument Corp.

Fairchild has been in the aerial surveying business for over 38 years and in the airborne geophysical survey business for over 15 years. We currently own and operate 10 specially equipped survey aircraft, 9 of which are modified to perform all types of airborne geophysical surveying.

May I first express our appreciation for the opportunity of presenting our views on the U.S. Geological Survey budget item "Purchase of a replacement aircraft."

We are strongly opposed to this aircraft purchase as not being in the best interests of either Federal Government or private enterprise. It is contrary to the basic administration policy that governmental agencies not be permitted to engage in direct competition with commercial enterprise.

The established policy of the U.S. Geological Survey in the past few years has been to solicit work from various State agencies, performing not research and development projects, but production-type airborne magnetic surveys in precisely the same manner as performed by commercial enterprise. Funds paid by the States to the USGS for such surveys constitute an artificial increase in the Geological Survey appropriation.

Extensive surveys of this type have been carried on in Indiana and Pennsylvania, and are about to begin in the State of Iowa. These surveys, which commercial firms are perfectly capable of performing, are costing the taxpayer almost twice as much as would be the cost had they been performed commercially. Such surveys are priced at from $10 to $12 per lineal mile with one-half of the funds coming from the State and one-half from USGS funds. We and our competitors could perform such surveys for from $6 to $8 per lineal mile.

The airborne magnetometer, developed by Gulf Research & Development Corp. and operated under license in the United States by Aero Service Corp. and Fairchild Aerial Surveys, was adapted during the war for antisub detection work by the Armed Forces. It was from this beginning that the U.S. Geological Survey became engaged in airborne magnetic surveys. This carryover from warborne activity should, in our opinion, have ceased long ago.

We consider that the U.S. Geological Survey performs a very necessary service and heartily endorse their activity in research and development programs. We do not feel it should be their function to compete with commercial enterprise in the performance of commercial-type airborne magnetometer surveys such as they have in the past. Purchase of a replacement aircraft would simply continue this ill-advised and uneconomic program constituting unfair competition with private enterprise.

We note with amazement the size of the appropriation requested—$150,000. Commercial operators like ourselves consider that an aircraft costing $25,000, more or less, would be adequate for this type of work.

It has been clearly demonstrated many times that commercially contracted services are far more economical and efficient than having these services performed by a Federal bureau. I can speak from personal experience on this subject, having been on the Government side for over 30 years.

In summary, it is our contention that approval of this aircraft purchase will permit continuation of the invasion of a Federal agency into an activity which properly belongs to commercial enterprise. We have the capacity and the capability to carry out the airborne geophysical survey program contemplated by the U.S. Geological Survey efficiently and economically. We possess the technical skill and know-how, a wide range of versatile aircraft, backed up by many years of experience. We therefore urge that this budget item be disapproved and strongly recommend that the aircraft now in use be taken out of operation in order that future airborne geophysical programs may be performed by private enterprise.

That is my statement, Mr. Chairman. Thank you very much.

Chairman HAYDEN. Has the information given us been supplied to the House Committee on Appropriations?

General DAY. No, sir, it was not. This is the first we had wind of the appropriation for this specific purpose at the time it came up in the Senate. I think it has already passed the House or gone through the House committee as far as I know. I am not sure of that, sir. I might just add, if I may take one more moment, that we do a great deal of work overseas in the development of underdeveloped countries—Morocco, Liberia, and the rest of these places where we are interested in aid and development programs.

This is not sufficient to keep our capability going on at least a break-even or profitable basis. If the domestic market is taken away from us it is a serious blow to us.

Chairman HAYDEN. Mr. Wickham.

ASSOCIATION OF PROFESSIONAL PHOTOGRAMMETRISTS

STATEMENT OF JOHN H. WICKHAM, EXECUTIVE DIRECTOR

GENERAL STATEMENT

Mr. WICKHAM. Mr. Chairman, I thank you and the committee for the opportunity and privilege of testifying on the USGS budget item for the purchase of replacement aircraft. I am John H. Wickham. I am executive director of the Association of Professional Photogrammetrists. I have been engaged in the activities of the aero sur-

veying and mapping for 24 years with State and Federal Government agencies with two tours of active duty in the military in this same activity and with commercial firms.

The association statement is a repeat of what our fellow associates, Mr. O'Malley and General Day, have reported. The association subscribes to their statement not as a brainwash procedure, but from an experience history which clearly relates that the free enterprise capability of our industry is constantly in jeopardy by the continued encroachment in the Government agencies in the service area of surveying and mapping.

The USGS activity is just another example. Thank you, sir.

Chairman HAYDEN. What other agencies of the Government are competing with you?

Mr. WICKHAM. It is primarily the Geological Survey and the Army Mapping Service, in the surveying and mapping activity not in the geophysical survey activity. The aerial surveying firms provide a variety of services in acquiring data from an airborne platform other than magnetic surveys.

Chairman HAYDEN. We thank you.

Mr. WICKHAM. Thank you, sir.

Chairman HAYDEN. Next we will consider the National Marine Laboratory research program, Mr. Richard C. Wolff, Outdoor Writers Association of America.

NATIONAL MARINE LABORATORY RESEARCH PROGRAM

STATEMENT OF RICHARD C. WOLFF, A DIRECTOR OF THE OUTDOOR WRITERS ASSOCIATION OF AMERICA AND VICE PRESIDENT OF THE GARCIA CORP.—Resumed

GENERAL STATEMENT

Mr. WOLFF. Good morning, Mr. Chairman. My name is Richard C. Wolff. I am a director of the Outdoor Writers Association of America and vice president of the Garcia Corp., a major manufacturer of sports equipment. Let me make clear at the outset, that salt-water fishing plays a minor part in the firm's business.

Chairman HAYDEN. Senator Williams of New Jersey was out of town today. He expected to be here to introduce you, and regrets that he could not be here.

Mr. WOLFF. I knew that he was out of town. I realize that he is a busy man. I think this is important to both of us. I want to bring forth basically the same facts that were brought forth by the Sport Fishing Institute. They testified quite admirably on the same subject a few minutes ago. I have submitted a written statement which presents my message much better than I can do so, and accompanying the statement there are a series of maps or drawings in the back which might be helpful in looking at this entire picture.

In the interest of speed, I will avoid reading this whole thing since it is on the record and available.

(The statement referred to follows:)

Mr. Chairman, members of the committee, my name is Richard C. Wolff. I am a director of the Outdoor Writers Association of America and vice president of the Garcia Corp., a major manufacturer of sports equipment. Let me make clear at the outset that salt-water fishing plays a minor part in the firm's business.

As a member of the Outdoor Writers Association, I would like to present testimony on the Interior Department's Marine Laboratory research program. I am speaking with the full endorsement of the chairman and vice chairman of the association. We consider this program so important to the interests of the Nation's 30 million recreational fishermen that we intend to make it a major subject for discussion by the 1,200 members of the Outdoor Writers Association at our forthcoming national meeting in Florida, early this summer.

They will be asked to support a resolution urging that Congress provide adequate financial support for this project.

An effective marine research program is essential to the conservation and study of our Nation's recreational and commercial fishing resources. It must have sufficient funds to operate nationally in the interest of 25 million sport fishermen who today spend upward of $3 billion annually on their sport.

We wholeheartedly support the objectives of the Marine Laboratory research program, which are—

(1) To improve and expand salt-water sport-fishing facilities in the United States.

(2) To study marine biology, breeding habits, growth rates, and spawning grounds of popular offshore species.

(3) To observe the causes and effects of pollution on sport and food fish, and suggest immediate local controls.

(4) To study and recommend the development and location of new fishing grounds, the restoration of now barren areas, and the preservation of natural protective marshland.

We urge that the present $150,000 allocated to this program be increased, at the very least, to a minimum of $500,000. This still is far short of the maximum $2.7 million that could be appropriated in 1 year. The present ceiling of $150,000 thwarts the intent of Congress and the purpose for which the program was established.

The increase is mandatory to the successful operation of the present Marine Laboratory research facility at Sandy Hook, N.J. It is needed to:

(1) Restore existing underwater cable tanks readily adaptable as fish tanks for the observation and study of marine species	$150,000
(2) Continue statistical and fact gathering studies on a national scale	100,000
(3) Organize extensive biological studies of marine species to determine their identity, growth rates, mortality rates, and biological variation in survival	100,000
(4) Pursue ecological studies of the environmental influences, both natural and artificial, of temperature, pollution, and other water conditions on marine species and their breeding habits	125,000
(5) Develop plans for boats to serve as off-shore laboratories for coastal study	25,000

Additionally, we call to the committee's attention the need for the establishment of a west coast facility at Tiburon, Calif., to carry out these programs on a continuous national scale. This can be established at a minimum additional cost of $100,000.

Three-quarters of our population is located in urban areas. The attached exhibits show that many of these same areas are prime breeding grounds of our most popular sport fish. Fishing pressure is heaviest in these areas and, so, too, is pollution and encroachment on the marshlands that provide protection for young fish.

The pace of this program will directly affect the growth of salt water sport fishing in the United States. Currently, it is expanding by 7 percent annually, and will hit 10 million by 1970, 15 million by 1980, provided facilities are available.

But, today, many of our most popular species are observably diminishing in number. Weakfish, mackerel, croaker, and groupers are disappearing from the Atlantic coast. There are fewer bluefish, sheepshead, king mackerel, and drum in the gulf. Yellowtail, surf perch, ling cod, and barracuda are found in diminishing numbers off our Pacific coast.

This program cannot begin to find ways to save these popular species or to increase their numbers with funds barely adequate to support a small scientific staff.

In 1959 and again in 1960, less than 6 percent of the amount authorized by law, was appropriated. The sum was sufficient to establish one laboratory at Sandy Hook, N.J., and to recruit the nucleus of a scientific staff. By nucleus, I refer to the director of the present facility, Dr. L. Walford, his assistant director, John Clark, and 16 additional staff including clerical and maintenance personnel.

Given adequate funds today, the Marine Laboratory program can produce useful recommendations on pollution control in 1 year. But the groundwork for marine fish conservation cannot be productive overnight. The impact of this program will not be fully effective for 2 or possibly 3 years. We cannot afford to put off this basic research program. It is requisite to good conservation practices.

We believe with the demonstration of a vigorous program by Congress that private industry will respond positively. Private interests can be counted on to—

(1) Develop a national information program reporting the work and findings of the program to fishermen, and the cooperative findings of fishermen to the laboratory.

(2) Develop a national fish tagging program to facilitate the work of the laboratory's research. This will involve the use of films, booklets, and other training aids to interest and equip salt water sport fishermen to assist in the national research program.

(3) Cooperate with Federal and State authorities in protecting our salt water marine species from wanton destruction and poisonous pollution and other detrimental factors of population and industrial expansion.

Adequately financed, the Marine Laboratory research program will bring sizable future income to the 20 coastal States which make up the contiguous 11,500 mile coastline of the United States including Alabama, California, Connecticut, Delaware, Florida, Georgia, Louisiana, Maine, Maryland, Massachusetts, Mississippi, New Hampshire, New Jersey, New York, North Carolina, Oregon, Rhode Island, South Carolina, Texas, Virginia, and Washington.

It will also insure equitable distribution of our growing angling population between fresh and salt water resources. Our fresh water resources are strained to the breaking point today.

Our off-shore waters provide a livelihood for 129,000 commercial fishermen whose interests may differ but who are equally affected by the continued abundance of popular salt water species. The declining number of commercial fishermen can be attributed to the decline of food fish in commercial numbers off our coasts.

These aims are fully in the spirit of the program enacted by the 86th Congress in Public Law 86-359, September 22, 1959, which provided for, and I quote:

"* * * a comprehensive and continuing study of the migratory marine fish of interest to recreational fishermen of the United States, including species inhabiting the off-shore waters of the United States and species wihch migrate through or spend part of their lives in the in-shore waters of the United States. The study shall include, but not be limited to, research on migrations, identity of stocks, growth rates, mortality rates, variations in survival, environmental influences, both natural and artificial, and effects of fishing on the species, for the purpose of developing wise conservation policies and conservation management activities."

The Congress can demonstrate its recognition of the recreational needs of the Nation's 6 million salt-water sportsmen, and ensure the future of our marine resources for our growing population, by increasing the appropriation to $500,000 for the Marine Laboratory research program.

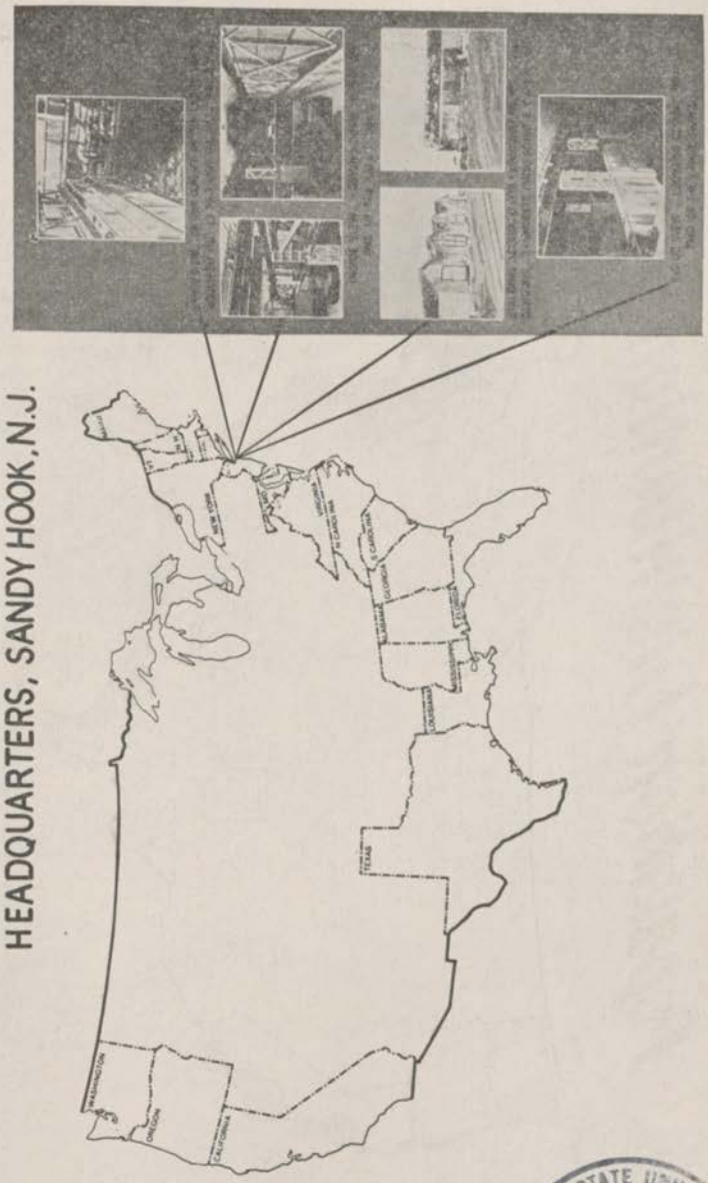
In conclusion, we respectfully urge that you take action to increase the appropriation for the biological and ecological research of our marine sport fish to ensure their continued abundance.

Mr. Chairman, I appreciate the opportunity of appearing before your committee. Thank you.

(The charts referred to follow:)

National Marine Laboratory Research Program

HEADQUARTERS, SANDY HOOK, N.J.



KANSAS STATE UNIVERSITY LIBRARY
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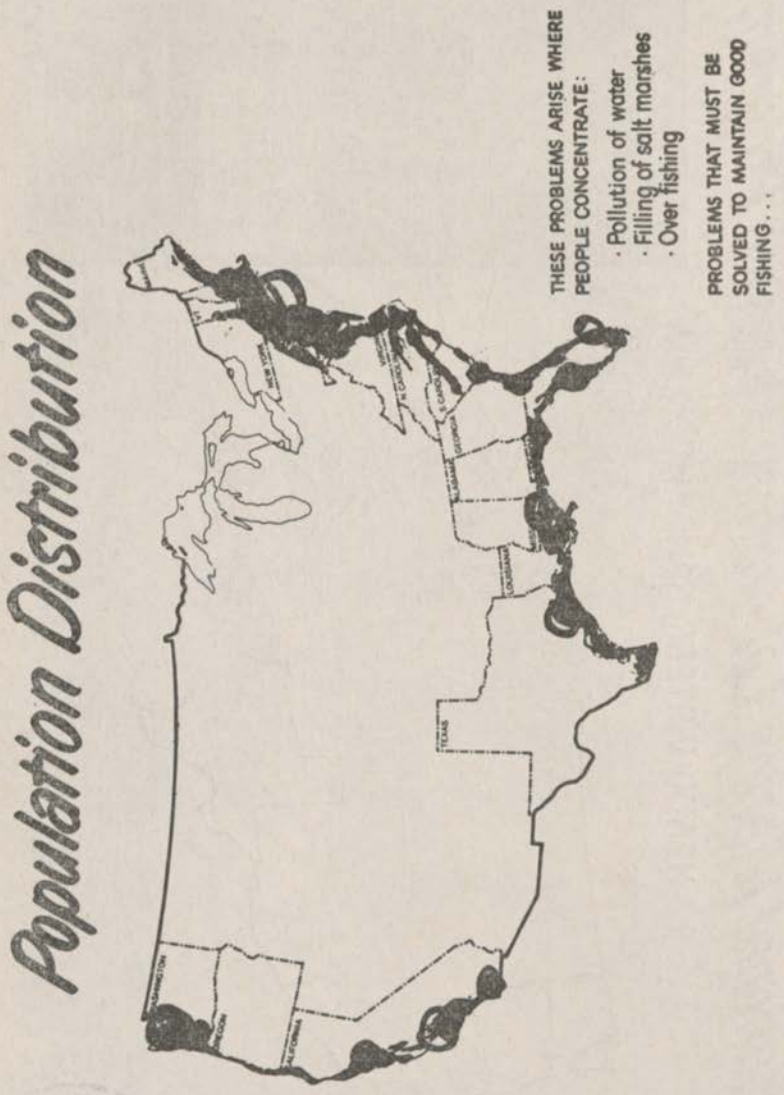
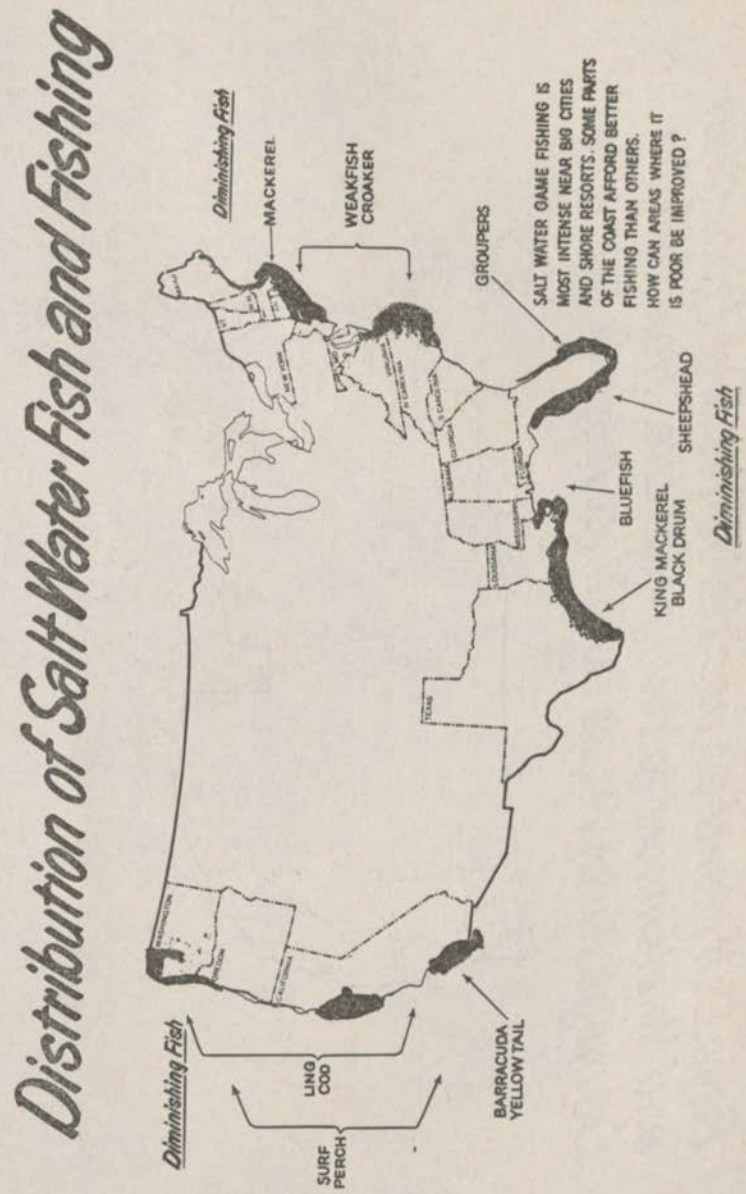
MANHATTAN, KAN.


Population Distribution
WASHINGTON
OREGON
CALIFORNIA
TEXAS
THESE PROBLEMS ARISE WHERE PEOPLE CONCENTRATE:
· Pollution of water
· Filling of salt marshes
· Over fishing
PROBLEMS THAT MUST BE SOLVED TO MAINTAIN GOOD FISHING...


Distribution of Salt Water Fish and Fishing
Diminishing Fish
MACKEREL
WEAKFISH
CROAKER
GROUPERS
SALT WATER GAME FISHING IS MOST INTENSE NEAR BIG CITIES AND SHORE RESORTS. SOME PARTS OF THE COAST AFFORD BETTER FISHING THAN OTHERS. HOW CAN AREAS WHERE IT IS POOR BE IMPROVED ?
SHEEPSHEAD
Diminishing Fish
BLUEFISH
KING MACKEREL
BLACK DRUM
Diminishing Fish
BARRACUDA
YELLOW TAIL
LING
COD
SURF
PERCH
Diminishing Fish

Bays, Salt Marshes and Estuaries Give Protection and Nourishment to Young Fish Life. How Can the Damage Which People Do To These Areas Be Corrected?

Marine Research Program

Mr. Wickham. I do want to present the fact that an effective marine research program is essential to the study of our resources. While this program is designated as a study group for sport fishing, and this is a very important thing for a nation, there is a definite interest in it for the commercial fishermen since there has been in recent years a decline in the number of commercial fishermen. They have quit the business simply because there are not fish available. Gradually, there has been a decline in the commercial fishing.

Since the improvement of sport fishing conditions, which includes a study of habitat, reproductive areas, pollution, all of those things involved in the life cycle and growth of fish, since this will, we hope, ultimately produce more fish, not only will it be beneficial to the sport fishermen but it will also have value to the commercial fishermen. This is a twofold purpose.

Laboratory on Sandy Hook

However, in order to do this it requires a considerable sum of money. The Congress permitted an appropriation of $2.7 million maximum and the appropriation so far has been 6 percent of that, which so far has provided for the establishment of a laboratory on Sandy Hook. They have 18 people there. Two of them are doctors in the field and they have the maintenance, and so forth. At the laboratory they have available huge, gigantic tanks. The pictures of the tanks are on the first map. The pictures are rather crude. They are just offhand snapshots that I took.

The tanks are fundamentally sound. The buildings and structures are rather dilapidated. Yet, these tanks, since they are available, would be an excellent way to adapt the tanks for the research so that different species could be studied in this tank area and, of course, these tanks are available.

An interesting note, sir, is that this morning I checked to see if the tanks were still there after the storm. However, everything was fine at Sandy Hook. The storm was severe but it didn't hurt the structures.

Increased Budget for Salt Water Fishermen

There is definitely a need for an increased budget for the salt water fishermen. About 7 percent more people are going to salt water every year to enjoy this outdoor sport. Nobody can put a price on the value of a healthy, bright-eyed youngster who has been out fishing. I think this is a very important point to consider when we talk about an increased budget. We cannot put a value on what the future of our children is going to be. This, while it is an intangible object, is a fact that here is a recreational area. We have it. It can be preserved; yet it requires study. Many of the questions we tried to ask in getting information for this hearing, the questions are almost unanswerable. When we say what is out beyond the 5-mile limit, nobody knows. All of these studies are very important not only for the food value of the fish, but the recreational value. These questions, I think, need to be answered.

In this printed form I have gone into detail on how I suggested a minimum of a $500,000 budget for the coming year which would be

used for studying, for improving those tanks so that they could be used for studying the fish and research in all the basic fields. It is all outlined here.

RESEARCH IN WEST COAST AREA

Also, in addition to the $500,000, there is need for something in the California, west coast area. Right now there is one stranger out there, one fellow working, and he has practically no facilities at all.

In my statement I suggested an arbitrary $100,000 to start something in California similar to that which has started in Sandy Hook.

Nothing in the statement discusses the gulf coast and yet, this is a mecca for fishermen, because we have to crawl before we walk. The gulf coast is still an area that is important but not explored yet.

Chairman HAYDEN. The conditions are different in the North Atlantic, Pacific, and gulf.

Mr. WOLFF. The conditions are basically different and this is controlled by water temperature. In the gulf coast we have much warmer temperatures and the conditions there are a great deal, to my knowledge, determined on the amount of shrimp which are available. Here is another case where the study of shrimp would definitely affect the commercial fisherman.

EVIDENCE OF DECLINE IN SPORT FISHING

We have evidence of a decline in sport fishing. In this one map here there is an indication, with blue markings, of the mackerel, weakfish, croaker, grouper, sheepshead, king mackerel, and black drum and the yellow tail and barracuda and surf perch, all of these fish are declining in numbers. Nobody knows why. The purpose of the study is to find out why and possibly rectify these things.

POLLUTION DUE TO CONCENTRATION OF POPULATION

We have another map that shows the concentration of population. We all know where the population is concentrated. Yet, with this concentration of population exactly overlaying that same area is a concentration of pollution.

We have another map here that is not too good. The dark, heavy lines indicate the spawning areas. These are the shallow areas where fish propogate. Yet, in many areas, for instance, New York and in the Delaware and Chesapeake Bay area, we have a concentration of people, the trend toward suburban living is moving out into the marsh lands. The pollution is going with them.

There is a heavy concentration of pollution. Yet, this is taking place right where the fish are supposed to spawn. This is a very dangerous and awkward position. In order to study these things and make reservations and to know precisely what we can talk about, I think there is a need for an increased budget for this marine laboratory.

Chairman HAYDEN. Was this matter brought to the attention of the House Appropriations Committee?

Mr. WOLFF. It was brought to the attention of the House, yes, sir.

I think that will be my statement, sir. I thank you very much for your time.

Chairman HAYDEN. Thank you.

Chairman HAYDEN. Mr. William R. Neblett, executive director of the National Shrimp Congress, Inc.

We are glad to hear from you, sir.

THE NATIONAL SHRIMP CONGRESS, INC.

STATEMENT OF WILLIAM R. NEBLETT, EXECUTIVE DIRECTOR

GENERAL STATEMENT

Mr. NEBLETT. Thank you, Mr. Chairman. I am caught a little short on data and files, being here in Washington from quite a distance and only learning of the opportunity to appear before the committee yesterday afternoon. However, I think I have a sufficient amount of data available to tell this story, sir.

I am William R. Neblett of the National Shrimp Congress. My residence is Key West. This is a trade association composed of a number of other associations, including Texas, Louisiana, and represents the gulf and South Atlantic commercial fisheries. There is a compact agreement which the Congress authorized for the Gulf States Marine Fisheries Association, and that is a body that cooperates with the Federal Government in fishery research and matters pertaining to fisheries. That body has for a number of years met cooperatively with the Federal scientists, and there is no disagreement between Federal and State scientists on the type of biological research that should be done in the gulf area and the South Atlantic area. They have evolved a program in which all agree. They have figures that they consider very basic.

The shrimp industry, as the committee may know, has been through considerable vicissitudes through the past years.

Chairman HAYDEN. The committee has been made aware of that.

Mr. NEBLETT. Therefore, the cutting back of the research at this time or the research at this time is a compounded situation for the gulf area. Incidentally, the gulf area is the richest area in the country as far as fisheries are concerned. I have some literature that I am going to simply turn in for the record in the gulf area, which shows that down there everything has doubled in the first 20 years and doubled again and produces 24 percent of all the fisheries in the country.

I know the time is short and I am going to turn this in.

Chairman HAYDEN. It may be inserted in the record.

(The information referred to follows:)

TEXAS SHRIMP ASSOCIATION, BROWNSVILLE, TEX., JANUARY 12–13, 1962

THE GULF OF MEXICO FISHERIES

(By Seton H. Thompson)

The Gulf of Mexico has assumed a major position in the U.S. fisheries only in very recent years. The gulf catch 20 years ago was one-quarter billion pounds or 6 percent of the domestic catch. By 1950 this had increased to one-half billion pounds or 12 percent of the total. By 1960 the catch had doubled again and now stands at 1¼-billion pounds or 26 percent of the U.S. total. The catch has doubled in each of the last two decades. While this fantastic development was taking place, the yield in other parts of the United States was either static or declining.

Shrimp and menhaden have been largely responsible for this rapid growth. Even so, these resources are not yet fully utilized, and our research and explora-

tion give us reason to believe that there are other fishery resources in these waters as rich or richer than shrimp and menhaden. So far they are used little or not at all.

The present menhaden fishery is supported by the young, immature age classes; mature fish are not taken. When the large adults are located and harvested, the yield of this fishery can be increased substantially.

In the last 5 years the yield of the shrimp fishery has been fairly stable at between 130 and 140 million pounds. That, of course, does not hold for the very poor year of 1961. This fishery is prosecuted primarily in waters of 30 fathoms or less. Species of shrimp not now used are present in commercial quantities in the greater depths. Probably the shrimp catch along our gulf shores can be increased by as much as 25 percent through expansion of operations to deeper waters and new species.

Of the other developed fisheries of the gulf, probably the greatest potential is to be found in the bottom fish now being harvested in a limited area off the Mississippi Delta, primarily for pet food. This is a new fishery, yet nearly 100 million pounds are now being taken annually. Operations are limited to 4,000 square miles of the gulf, in depths less than 20 fathoms; 170 species, representing 71 families, support this fishery. It is well known that the more important ones range over a far greater area than is now being fished, and the yield can be easily increased five or six times by extending the fishing grounds.

The mullet fishery offers a real opportunity for further development. The current catch of 35 million pounds probably could be tripled. Similarly, the crab resource of the gulf coast could be made to yield twice its present harvest. Oysters are growing in importance because of the blight in northern waters and the potential for expansion through adoption of modern methods is great.

While existing fisheries can be further expanded within sustained production limits, probably the greatest increase in yield can be expected to come with the utilization of species not now being harvested. Ocean shellfish, for example, constitute a potentially great resource. We have reason to believe there are large beds of both clams and scallops capable of supporting commercial fisheries. Particularly abundant in the gulf are herring-like fishes—anchovies, thread herring, round herring, gizzard shad, and Spanish sardines. Thread herring especially occur in prodigious quantities, possibly even in greater quantities than menhaden. Estimates of availability along the Florida west coast alone range from ½ to 2 billion pounds.

Development of our existing fisheries to their maximum productive capacity, and development of the latent resources I have mentioned, will require persistent biological and exploratory effort on our part. There will be need for gear improvement in which both industry and Government should take part. In some cases, acceptable products will have to be found through technological research. And in all cases, markets will have to be created.

The development of these new fisheries will offer the shrimp industry a much needed opportunity to diversify its operations. Our Bureau is working hard to bring this to realization through exploratory fishing operations, gear development and biological research. Other speakers on the program will describe by words and pictures more specifically what we are doing in these fields.

It will be through this kind of development that the problems plaguing the gulf fishing industry will be solved.

GULF STATES MARINE FISHERIES COMMISSION,
New Orleans, La., February 9, 1962.

To: Congressional delegations of the Gulf States.
From: W. D. Gunn, Director, Gulf States Marine Fisheries Commission.
Subject: Federal gulf shrimp biological research program.

A group of our commissioners, scientific advisers, and representatives of the shrimp industry will meet with Mr. Frank P. Briggs, Assistant Secretary of the Interior, and staff, on February 19 in Washington to discuss a full implementation of the subject program.

A similar visit to Washington was made last May, and while only $175,000 of an estimated necessary $500,000 was made available by the Congress, this appropriation has enabled the Bureau of Commercial Fisheries to make some important gains in the State of our knowledge regarding the shrimp resource. The attached copy of Mr. Seton H. Thompson's comments on shrimp research explains the character of work which the supplemental appropriation has made

possible and presents the current thinking of the Bureau regarding a further expansion of the research effort.

The Commission is most appreciative of the fine support that you gentlemen have provided and earnestly solicits your further cooperation in its effort to have developed basic information essential to the bringing about of a proper utilization of the shrimp fishery of the Gulf States.

Biological Research on Shrimp in the Gulf of Mexico

(By Seton H. Thompson, regional director, Bureau of Commercial Fisheries, St. Petersburg Beach, Fla., February 7, 1962)

Shrimp ranks first in dollar value of all the commercial fisheries in the United States. This fishery centers in the Gulf of Mexico where 7,000 trawlers manned by 16,000 fishermen harvest an average annual yield of more than 120 million pounds (heads off), worth about $65 million to the fishermen. It is a resource that has a very important role in the economy of the Gulf States.

In 1961, there was a general failure of all species of shrimp in the Gulf area to appear in normal quantities. The catch in the Gulf States dropped to 80 million pounds, as compared with 122 million pounds in the preceding year. It was the smallest catch recorded for the area since 1940, and the landings in Louisiana were the smallest since 1923. This decline of about 35 percent created near disaster conditions in many gulf communities.

The decline in abundance of shrimp in 1961 came without warning, and the cause for it is still unknown. One thing is certain: The short supply of shrimp on the fishing grounds was the result of natural factors having widespread occurrence. No State bordering the Gulf of Mexico escaped. It seems doubtful, based on our present knowledge, whether anything could have been done to prevent this decline in abundance of shrimp. Tremendous savings, however, could have been made by both fishermen and industry, if the conditions existing in 1961 could have been predicted. Vessels would not have made repeated trips to search the almost barren fishing grounds or travel great distances to new grounds, nor would shore plants have geared up for full production.

The long-range objective of our shrimp research is to determine the major factors responsible for fluctuations in the strength and availability of the commercial shrimp populations. Intermediate objectives include (1) the development of methods for accurately predicting shrimp abundance, and hence the potential catch; and (2) determination of the size of each species of shrimp which will provide the maximum sustained yield.

A small-scale research program on the biology of shrimp has been carried on by the Bureau in the gulf for several years. Results of this program demonstrated that research efforts had to be expanded to provide information needed for proper utilization and management of the resource. A broad research program was adopted by the Gulf States Marine Fisheries Commission in 1959, and full implementation was urged by Commission resolution in 1960. As a result of Commission action, Congress appropriated an additional $175,000 for shrimp research during the current fiscal year. This was in lieu of $500,000 sought for the total program. With these additional funds an extensive study is now in progress on the brown and white shrimp stocks in the northern Gulf of Mexico, from the Mississippi Delta to the Rio Grande. Two chartered vessels are at work in this area, and a third will be added during the months of March and April. The shrimp populations in these waters are being systematically sampled at 60 stations on the Continental Shelf. This operation provides data on the distribution, intensity, and chronology of spawning activity; size and age composition of the offshore adult population; the distribution and abundance of eggs and larvae; and measurements of the hydrographic parameters most closely associated with these phenomena. In the inshore waters of this area, work now in progress includes monitoring the seasonal occurrence of post larvae in several places; the collection of catch and effort statistics from the commercial bait fisheries; and studies of the ecology of juvenile shrimp, including measures of abundance.

Full implementation of the Commission's research program would mean extending the work now in progress in the northern and western gulf to the waters east of the Mississippi Delta. The additional cost is estimated at $325,000 and would put emphasis on a large-scale marking program throughout the area to determine growth and mortality rates and enable the development of a yield curve. Contemplated also is a study of postlarval and juvenile shrimp under controlled conditions to determine what factors guide their movements from the offshore spawning grounds to the estuarine nursery grounds. This latter infor-

mation will be particularly useful in developing techniques for the pond-culture of shrimp for commercial purposes.

The proposed total annual expenditure of about $765,000 for shrimp research in the Gulf of Mexico is equivalent to about 1¼ percent of the average annual value of this fishery to the fishermen. The importance of the gulf shrimp resource fully justifies an expenditure of this magnitude.

NEED FOR ADDITIONAL FEDERAL FUNDS FOR SHRIMP BIOLOGICAL RESEARCH IN THE GULF OF MEXICO

Shrimp ranks first in dollar value of all commercial fisheries in the United States. The shrimp fishery centers in the Gulf of Mexico with an average yield of 200 million pounds (heads-on weight), valued at about $65 million.

In 1961 a general failure of all species of shrimp occurred. This decline amounted to approximately 35 percent, resulting in the smallest catch since 1940. The Louisiana landings were the smallest since 1923.

The shrimp fishery of the gulf involves 16,000 fishermen who operate about 7,000 trawlers. The entire shrimp industry has sustained severe economic distress because of the decline. If the decline could have been predicted in advance, adjustments could have been made to alleviate some of the loss. Unnecessary trips would not have been made and shore plants would not have been geared for normal production, thus reducing excessive overhead.

The long-range objective of shrimp research by the U.S. Fish and Wildlife Service and the Gulf States is to determine the major factors responsible for fluctuations in the strength and availability of the commercial shrimp populations. Immediate objectives include (1) the development of methods for accurately predicting shrimp abundance, and hence, the potential catch; and (2) determination of the size of each species of shrimp which will provide the maximum sustained yield.

When the above objectives are obtained, information will be available for regulation of the fishery by the States, and such data will aid the industry in operating more efficiently.

Full implementation of the Federal shrimp research program, which the Gulf States Marine Fisheries Commission has recommended, would require an addition of $325,000 to the fiscal year 1963 budget of the Interior Department.

This would result in a total annual expenditure of $765,000 during the coming year. If such a budget can be maintained for a period of 4 or 5 years it is believed that the major research objectives can be attained.

It should be stated that the Gulf States are currently spending an estimated $300,000 per year in this joint Federal-State effort.

RECOMMENDATION OF FISHERIES COMMISSION

Mr. NEBLETT. The Gulf States Marine Fisheries Commission, after this large program was evolved, came up with a recommendation to the Department of the Interior Fish and Wildlife Service as to what would be considered a minimal type of program extended over a period of years with the rather crash program of essential things right now, such as exploration to find more shrimp because the crop is so short, and the long-range research that is necessary to manage the fishing and that minimum program would normally run about $500,000 a year.

As the budget comes to you, there is only $175,000 of that in it. So there is a shortage of $325,000 which we feel if it were restored—it was probably cut out by the Bureau of the Budget or someplace that we are not exactly told—at any rate, it is not in the bill that is presented now, and we feel that the restoration of this $325,000 will assure not a maximum, but a minimal type of fund that will be able to take care of some crash programs now to alleviate this industry and also to assure a continuation of basic research for a number of years.

Senator Ellender is interested in it as well as Senator Holland and all of the Gulf States and South Atlantic people know about this program. The basic research, even though done in the gulf, is also beneficial to other shrimp-producing States, such as Alaska, Washington, and Oregon.

I just came from a meeting of people who are interested in this. Shrimp being the No. 1 crop in dollar value and followed by another important industry in menhaden and the concentration of this resource in one area of the country, I think makes it particularly important that this is timely at this time.

I did not have an opportunity to appear before the House subcommittee on this particular item. I was not in town. As a matter of fact, I am going back to sunny Florida this afternoon. I do trust that the committee will give this program earnest consideration. Rather than take the time of the committee, I would like to leave here the biological research and the exploratory fishing and gear research program as compiled by these scientists and also approved by the Department of the Interior. However, it did not get in the budget at this time.

Chairman HAYDEN. They will be included in the record.

Mr. NEBLETT. It will be background material for this information. The program is very detailed for the amounts that are necessary to fulfill them and what they are for. I will make a general presentation to the committee and not take too much of its time.

Chairman HAYDEN. Thank you for your appearance.

Mr. NEBLETT. Thank you, sir.

(The information referred to follows:)

GULF AND SOUTH ATLANTIC EXPLORATORY FISHING AND GEAR RESEARCH

The total funds available for exploratory fishing and gear research in the gulf and South Atlantic region during fiscal year 1963, according to the President's budget message, will be $428,000. This is the same amount that is available this fiscal year and was available last year.

Funds for this work in the gulf and South Atlantic region are divided into three separate programs: South Atlantic fisheries exploration, Gulf of Mexico fisheries exploration, and fishing gear research and development. Funds are divided between these three programs as follows:

South Atlantic fisheries exploration	$152, 100
Gulf of Mexico fisheries exploration	173, 100
Fishing gear research and development	102, 800
Total	428, 000

This distribution has been the same for the past 2 years.

South Atlantic fisheries exploration is concerned primarily with the location of bottom fish in commercial quantities, and in exploration for deepwater clams, scallops, and shrimp. This program should be expanded for both bottom fish and shellfish, and the potential for pelagic fish should be investigated. There are positive indications of pelagic species in commercial quantities. Expanded effort should be made to delineate the potential areas and resources of bottom fish along the South Atlantic and provide information concerning efficient and economical techniques of harvest. There is need for exploratory fishing of inshore areas where indications of clam beds of substantial size have been found during past exploratory cruises. Further effort is needed to define the scallop resources which presently are undergoing development.

The additional funds for expanding the South Atlantic fisheries exploration program amount to $120,000. This expanded effort will provide for full utilization of exploratory vessel *Silver Bay* which is chartered for the present program at the nominal rate of $85 a day.

The Gulf of Mexico fisheries exploration program is concerned primarily with pelagic fish exploration although a relatively small effort also is directed toward the location of commercial populations of bottom fish. The pelagic fish, including thread herring and other herringlike fishes, are extremely abundant in the gulf at certain times of the year, and offer tremendous possibilities for future development. It is for this reason that the highest priority has been assigned to this project. Bottom fish and ocean shellfish also offer great opportunities for development in the Gulf of Mexico. About $40,000 is needed to extend our knowledge of the areas occupied by bottom fish in industrial quantities. This means exploration in the deeper water areas of the gulf. An increase of $175,000 is needed for shellfish exploration, which is now totally neglected. Deep water shrimp, clams, scallops and crabs are known to exist and the potential for their commercial utilization should be defined. This exploratory effort for clams has been urged both by the Southeastern Fisheries Association and the Gulf States Marine Fisheries Commission, but as yet has not been financed.

The fishing gear research and development program has been directed primarily to shrimp trawl efficiency studies, and to development of gear suitable for capture of pelagic species. With the current funds totalling $102,800, field operations on this program are restricted to about 7 months a year. This program should be expanded to hasten completion of the shrimp trawl efficiency studies and to develop economical methods of harvesting the pelagic species. The latter would be especially suitable for use in the manufacture of a low cost protein concentrate. Improved fishing gear and techniques to harvest benthonic fishes such as croaker and others which are used extensively in the growing pet food industry. This expanded program in gear research would require an additional $75,000, and would make possible full utilization of existing equipment. No additional personnel would be needed to carry out this enlarged program.

Summarizing, a fully developed program for gulf and South Atlantic exploratory fishing and gear research would entail a total increase of $120,000 for South Atlantic fisheries exploration; $213,000 for Gulf of Mexico fisheries exploration; and $75,000 for fishing gear research and development.

STANDING ROCK SIOUX TRIBE OF INDIANS

STATEMENT OF MARY LOUISE DEFENDER, MEMBER

EDUCATION OF INDIANS

Chairman HAYDEN. Senator Young, do you have a witness you would like to introduce?

Senator YOUNG. Yes, thank you, Mr. Chairman.

Mary Louise Defender, formerly with Senator Burdick and now with the Congress of American Indians.

Miss DEFENDER. I want to thank you for permitting me to appear before you this morning. I am here regarding one item in the Interior appropriations bill. The Interior appropriations bill calls for about $50 million for the education of Indians. It is the interest of the Standing Rock Tribe that money for education spent on this reservation should bring the optimum results. We should like to bring to the attention of the committee our view that Indian children are not receiving the education that could be bought for these Federal dollars.

The act of September 2, 1958 (72 Stat. 1762, Public Law 85–915) provides among other purposes for the rehabilitation of the Indians of the Standing Rock Sioux Tribe in North and South Dakota. In planning the rehabilitation program, the Standing Rock Indians keenly recognized the need for education and programed $2 million for an education-loan grant program to be used over a 20- to 25-year period for post high-school training for Standing Rock students. The program has been in operation over 1 year and thus far 78 students have received education loan grants under the programs. Of the 78 students, 39 or 50 percent of them have dropped out of the colleges and universities.

The Standing Rock Tribe attributes a large portion of this dropout to the fact that these students were not adequately prepared in the high schools to do college work. Most of the students are graduates of the Standing Rock High School.

We know the Bureau of Indian Affairs does not include foreign languages and creative writing in the curriculums of their schools. Furthermore, not enough emphasis is placed on subjects such as English, mathematics, physics, and chemistry. Our Indian youth should receive the benefits of an adequate high school education which will enable them to enter the fields of science, engineering, and other technical fields connected with the new space age in which we are now living.

It is our understanding that the Bureau of Indian Affairs does not teach foreign languages and creative writing in its schools because the English language is considered to be a foreign language to some Indian tribes. This is probably true in some areas of our country, but it is not the case with the Standing Rock people and we do not wish to have our promising young students denied the opportunity of adequate high schools because of the standardized education program of the Bureau of Indian Affairs and by an education program based on the mistaken outdated concept that Indians are basket weavers or hand craftsmen.

We believe that immediate steps can be taken toward improving the Bureau schools of the reservations since the Bureau of Indian Affairs apparently has the personnel and funds to create the new Institute of American Indian Arts at Santa Fe, N. Mex. We are not opposing the Institute, but we do believe that if the Bureau can develop such a school devoted to all phases of art, it can at the same time devote as much time and attention toward improving the schools on the reservation.

Thank you.

Senator YOUNG. May I ask a question or two. Mr. Chairman?

Chairman HAYDEN. Certainly, Senator Young.

DROPOUTS AMONG INDIAN COLLEGE STUDENTS

Senator YOUNG. Do you think that many of these Indian children have dropped out of college because they didn't have the proper background in education?

Miss DEFENDER. That is true.

Senator YOUNG. Were they required to make up some subjects that they ordinarily have in high school that they did not have?

Miss DEFENDER. Some of our students have had to do this. They had to take noncredit English courses and noncredit math courses when they get into colleges. This is particularly true of those who have gone out of the States of North and South Dakota.

Senator YOUNG. That hits pretty close to me. When I was in high school, I took an agriculture course and finished in 3 years. This course only had 3 years of English and not enough math. When I went to college I found out I had to make up some subjects and I got discouraged and quit. If I had the proper high school background I would have had the proper education as my brothers have. I think she made a very good point.

Chairman HAYDEN. A very good point.

Senator YOUNG. Did you have anything on the bus system?

Miss DEFENDER. I don't have all the facts, Senator, so we will supply them to the committee when we have them. I think there is a need.

Senator YOUNG. The Standing Rock Indians have taken $2 million.

Miss DEFENDER. Of their rehabilitation money.

Senator YOUNG. And devoted it to higher education?

Miss DEFENDER. Yes. It is a remarkable program.

Chairman HAYDEN. Yes, it is. We thank you for your appearance.

MOUNT VERNON LADIES' ASSOCIATION OF THE UNION

STATEMENT OF MRS. FRANCIS F. BEIRNE, REGENT

PROPOSED PURCHASE OF LAND ACROSS THE POTOMAC RIVER FROM MOUNT VERNON

Chairman HAYDEN. Mrs. Francis F. Beirne, Regent, the Mount Vernon Ladies' Association of the Union. Mrs. Beirne has written to the committee and I will place her letter in the record at this point. I will also include in the record a copy of Public Law 87–362, which authorizes appropriation of $937,000 to purchase lands which provide the principal overview from the Mount Vernon Estate and Fort Washington.

(The information referred to follows:)

MARCH 5, 1962.

Hon. CARL HAYDEN,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR HAYDEN: As regent of the Mount Vernon Ladies' Association, the Nation's trustee for the home of Washington, I am writing to assure you of the association's support of the item in the President's budget which will enable the Department of the Interior to carry out the purpose of Public Law 87–362. We are aware that this appropriation is essential to the preservation of the overviews from Mount Vernon, the Memorial Highway, and old Fort Washington.

We are assured that this is a matter of national interest. The action of the Congress last summer in passing the authorizing legislation without dissenting voice in House or Senate indicates that it shares the belief that this splendid open space on the river threshold of the Nation's Capital should not be sacrificed to short-term local expediency.

We urge that the amount requested by the President be granted now; delay, or decrease in the amount allotted, would jeopardize the objective and increase the ultimate cost. We remind you that two foundations stand ready to donate half of the land which must be acquired in fee.

Sincerely yours,

ROSAMOND R. BEIRNE,
Mrs. Francis F. Beirne, *Regent.*

Public Law 87-362

87th Congress, H.J. Res. 459

October 4, 1961

JOINT RESOLUTION

To provide for the preservation and protection of certain lands in Prince Georges and Charles Counties, Maryland, and for other purposes.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve for the benefit of present and future generations the historic and scenic values, the unusual cultural, scientific, and recreational values, and the present open and wooded character of certain lands situated along the Potomac River in Prince Georges and Charles Counties, Maryland, and in order to preserve lands which provide the principal overview from the Mount Vernon Estate and Fort Washington, in a manner that will insure, insofar as practicable, the natural beauty of such lands as it existed at the time of the construction and active use of Mount Vernon Mansion and Fort Washington, the Secretary of the Interior is authorized to acquire and administer lands and interests therein, in the manner hereinafter provided.

SEC. 2. (a) The Secretary of the Interior is authorized to accept donations of lands or interests therein located in Prince Georges and Charles Counties, Maryland, in the vicinity of Piscataway Creek, held by the Accokeek Foundation or other foundations or organizations for public use.

(b) When the Secretary receives a commitment, subject to such conditions as shall be agreeable to the Secretary of the Interior and the potential donor or donors, in accordance with which commitment the property referred to in subsection (a) will be donated to the United States for purposes of this Act, he is authorized to acquire by such means as he finds are in the public interest other land and interests in land lying generally within the area identified as follows:

Beginning at a point on the shoreline of the Potomac River at the intersection of the northerly right-of-way line of Maryland State Route 227 in Charles County, Maryland; thence following the Maryland shoreline of said river in a northeasterly direction to the confluence of Piscataway Creek in Prince Georges County, Maryland;

thence following the shoreline from Mockley Point and proceeding in a generally easterly direction along the south shore of Piscataway Creek to a point 250 feet to the west of the point where the westerly right-of-way line of Farmington Creek Road intersects the shoreline of Piscataway Creek; thence southeasterly along said line approximately 250 feet west of Farmington Creek Road approximately 800 feet; thence westerly generally following the 50-foot contour line to the southeasterly corner of the property of the Accokeek Foundation;

thence westerly along said boundary approximately 1,600 feet; thence southerly with said boundary line approximately 1,800 feet; thence northwesterly on said line approximately 2,200 feet; thence westerly along said line approximately 800 feet; thence generally westerly with the 50-foot contour line to the north side of a private road on the Alice Ferguson Foundation property; thence in a westerly direction along north side of said road to the southeasterly corner of Moyaone Association land;

thence with the boundary line of the Moyaone Association land approximately 900 feet northwesterly; thence with that line approximately 800 feet westerly; thence with that line approximately 500 feet southeasterly to its intersection with the right-of-way of Bryan's Point Road; thence generally westerly with the northern right-of-way line of that road approximately 3,500 feet to its intersection with Cactus Hill Road;

thence northerly along the eastern right-of-way line of Bryan's Point Road approximately 300 feet to the southwesterly property line of the Bryan's Point Farm of the Accokeek Foundation; thence with the southerly boundary line of said property approximately 700 feet; thence with that line approximately 1,000 feet in a southerly direction; thence 1,700 feet in a westerly direction; thence following said boundary line along the easterly side of the area known as Johnson's Gully to a point approximately 4,500 feet from the Potomac River;

thence northerly along said line to the 50-foot contour line; thence northerly along said line to its intersection with Prince Georges-Charles County line; thence in a westerly and southerly direction along the southerly boundary of

the Accokeek Foundation lands; leaving the Accokeek Foundation land at a point approximately 2,200 feet from the Potomac River; thence approximately 300 feet in a westerly direction; thence north on a line parallel to and 300 feet from the boundary of the Accokeek Foundation land approximately 800 feet; thence approximately 2,200 feet in a northwesterly direction to the southeasterly corner of the Accokeek Foundation lands;

thence along the southerly border of said lands approximately 1,700 feet in a southwesterly direction to the southwest corner of said lands; thence approximately 1,400 feet to the intersection with the northerly right-of-way of Maryland State Route 227; thence with said right-of-way approximately 1,300 feet to the point of beginning, excluding all that land within the described area now leased and operated by the Marshall Hall Park, Inc., as more specifically described in a deed, recorded in the land records of Charles County, Maryland, in folio 126, liber 131. The property herein described is more particularly depicted on drawing numbered 1961–1, a copy of which is on file with the Secretary of the Interior.

Within the above-described area the Secretary shall not condemn improved residential property. As used herein "improved residential property" means a detached, one-family dwelling and structures accessory thereto, the construction of which was begun before May 1, 1961, which are used solely for noncommercial residential purposes, together with one acre of land on which the improvements are situated, or all of such lesser acreage as the owner may hold.

(c) To further the preservation objective of this Act the Secretary may accept donations of scenic easements in that land within the described area now leased and operated by the Marshall Hall Park, Inc., as more specifically described in a deed, recorded in the land records of Charles County, Maryland, in folio 126, liber 131, and the area lying between the south boundary line depicted in drawing numbered 1961–1, referred to in section 2(b) and a line approximately 3,000 feet south of said boundary. The Secretary may also acquire by other appropriate means scenic easements in the area referred to in this subsection when, in his judgment, such action is necessary in order to assure uniform application of scenic control. To further achieve the purpose of this Act he may cooperate and enter into agreements and covenants with property owners, groups thereof, and nonprofit organizations and may also cooperate with the State of Maryland and the political subdivisions thereof in order to promote and achieve scenic preservation through zoning and such other means as may be feasible.

SEC. 3. Land and interests therein acquired pursuant to this Act shall be administered in accordance with the Act entitled "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535), as amended and supplemented.

SEC. 4. There are hereby authorized to be appropriated such sums, but not more than $937,600, to carry out the provisions of this Act.

Approved October 4, 1961.

GENERAL STATEMENT

Mrs. BEIRNE. Mr. Chairman, I appreciate your letting us come to make a statement today. My name is Rosamond R. Beirne. I am regent of the Mount Vernon Ladies' Association of the Union, an eleemosynary organization which was chartered by the State of Virginia in 1858. For over a century it has been our high duty as the Nation's trustees, under this charter, to preserve the home of Washington as a mecca for the American people and all those citizens of the free world who venerate the name of Washington.

AUTHORIZING LEGISLATION

I am here to assure you of the association's support of the item in the President's budget which will enable the Department of the Interior to carry out the purposes of Public Law 87–362. We are aware that the authorizing legislation and this related appropriation are essential to the preservation of Mount Vernon's scenic environment in its present unspoiled state, a setting which today is the delight of millions of visitors and a rare heritage from the past.

We believe that this is a matter of national interest and concern. The action of the Congress last summer in passing this authorizing legislation, without dissenting voice in House or Senate, indicated its concurrence in this belief and was so accepted by those public spirited individuals and groups who so unanimously and in such numbers petitioned you for this legislation.

There are those who would have us believe that your colleagues who introduced this legislation were overgenerous in defining the area to be preserved. They would have us ignore the fact that this is an area of overlapping and co-extensive overlooks from Mount Vernon, the Memorial Highway and old Fort Washington. They would have the Congress forget that the Federal Government created the Memorial Highway 30 years ago as a scenic parkway and an appropriate approach to the home of our first President, that the Congress has a very real and proper interest in this scenic panorama which they would make the setting for a sewage plant.

We speak for Mount Vernon as a place of national pilgrimage and this splendid approach is a part of the experience as the Congress intended it should be. A sewage plant in the proposed location would be a threefold encroachment.

Public anxiety about the preservation of this area has been calmed by the enactment of Public Law 87–362, as evidenced by this incidental paragraph in a letter which I received recently from the president of one of our national patriotic societies. The paragraph reads:

> Let me congratulate you on the action of the Congress in taking the first step to preserve the land across the river from the blight of a sewage plant, and, with thousands of Americans, I hope that the good work will be completed by the granting of the necessary funds to the National Park Service to acquire the land.

These congratulations will be a mockery, Mr. Chairman, if the Congress deletes this appropriation from the President's budget. A sewage plant will rise on the shore of Piscataway Creek. Once established, it will no doubt grow, an enduring landmark of convenience on the Mount Vernon horizon and a monument to our lack of vision.

Chairman HAYDEN. I assume that this budget estimate was considered by the House Committee on Appropriations?

Mrs. BEIRNE. Yes, it was.

Chairman HAYDEN. Thank you for your statement.

Mrs. BEIRNE. May I give you a picture, if you are not familiar with the shoreline, which will show you the point across from that very low-line piece of property?

Chairman HAYDEN. It is very interesting.

Mrs. BEIRNE. Thank you very much.

Senator BYRD. Thank you. You have made a very good statement.

Chairman HAYDEN. Dr. Spencer M. Smith, Jr., Citizens Committee on Natural Resources.

CITIZENS COMMITTEE ON NATURAL RESOURCES

STATEMENT OF DR. SPENCER M. SMITH, JR., REPRESENTATIVE

PREPARED STATEMENT

Mr. SMITH. I appreciate the opportunity to be here. I am Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources, and I am always privileged to represent this group because we feel we have on our board of directors distinguished conservationists.

We have two former chiefs of the Forest Range Service.

I would like to file my statement.

Chairman HAYDEN. That may be done in its entirety.

(The statement referred to follows:)

Mr. Chairman, I am Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C. It is my very great pleasure to represent some of the outstanding professional men in the field of natural resources and conservation.

We strongly endorse Public Law 87-362, which was passed in the first session of the 87th Congress and authorizes the acquisition of lands in Prince Georges and Charles County, Md., along the Potomac River across from Mt. Vernon, Va. We are here today to urge that the committee favorably consider the President's budget request for $937,000 to implement this legislation.

The Maryland shores of the Potomac, opposite Mt. Vernon, have been of serious concern to the people from both States for a considerable number of years. Residents formed associations and entered into private covenants to keep this area in a wooded and overall characteristic setting as it was at the time of George Washington. They were aided and abetted in this effort by the formation of private foundations that purchased land for the purpose of maintaining these important scenic resources. Over the past 15 years there have been many efforts by local civic associations to effect zoning regulations that would carry forth this general use concept.

The one threat of impairment to these scenic resources that individuals could not obviate by their own efforts, was the proposal by the Washington Suburban Sanitary Commission to erect a sewage treatment plant at Mockley Point, directly opposite Mt. Vernon, and in the immediate overview of Fort Washington. On January 13, 1961, at a public hearing before the Washington Suburban Sanitary Commission, a large group of local property owners, civic associations, national conservation organizations and others, protested strongly to this site, or any other site in the Piscataway Bay area, for the construction of a sewage treatment plant. The Washington Suburban Sanitary Commission has broad powers of eminent domain, granted to it by the State, thus local and State bodies are unable to restrain their action. As a result, the distinguished chairman of the Senate Interior and Insular Affairs Committee, and the able chairman and ranking minority member of the House Interior and Insular Affairs Committee, Senator Anderson, Mr. Aspinall and Mr. Saylor respectively, introduced legislation that ultimately was passed and signed by the President into Public Law 87-362. The hearings before the Subcommittee on National Parks, of the House Interior and Insular Affairs Committee, ably chaired by Mr. Rutherford, carefully examined the merits of the proposed legislation and were anxious to pose questions to those urging the construction of the sewage treatment plant, but no opposition witnesses came forth.

The Citizens Committee on Natural Resources would have preferred that the boundaries of the park be extended in both directions. During the course of the subcommittee deliberations however, it became apparent that the problem of extending the park boundaries to more ideal limits, would increase seriously the cost, perhaps to a point beyond the ability of the Government, to acquire such lands. We reminded ourselves that the primary purpose for the park was to preserve the scenic area of Mount Vernon and to effect its preservation at a minimum cost to the Government. In order to achieve these objectives, we felt we were acting responsibly when we agreed to the boundaries now described in Public Law 87-362. In addition, almost half of the 1,186 acres to be acquired by the Government would be donated by private foundations. Also, many individuals are

willing to give the Federal Government scenic easements at no cost to the Government. This brought tohe tal cost of acquisition below $1 million. In the early stages of park consideration of the area, 1 to 2 million dollars was estimated as being required, in order to effect the purchase of the land.

The Senate Subcommittee on Public Lands, under the chairmanship of the distinguished senior Senator from Nevada, Mr. Bible, held hearings on the proposed legislation just prior to adjournment. During the course of these hearings opposition witnesses presented testimony recommending severe modification of the park measure, as follows: (1) They had now changed the site at which they desired to construct a sewage treatment plant to a place further distant from Mt. Vernon. (2) They would effectively camouflage the plant so that it would not be visible from Mt. Vernon. (3) There were no practical alternatives at this time and the need was immediate. (4) There were other intrusions upon the scenic environments of Mt. Vernon, and why was the erection of a sewage treatment plant properly camouflaged, any greater detriment than these. (Examples were indicated as other sewage treatment plants on the Virginia side were closer in terms of miles to Mt. Vernon than would be a sewage treatment plant at Mockley Point.)

It would appear that these arguments were successfully rebutted by the proponents of the park, in view of the action by the subcommittee, the full committee, and ultimately the Congress. In addition the repudiation of these arguments were concurred in by a very great number of individuals, organizations, associations, both private and governmental, from the local level to the national level. Mr. Chairman, I would like to have made a part of the record in order to save the time of the committee, a list of groups including local government and local civic associations that are now supporting the President's request for $937,000, and that did support the Public Law 87-362.

The argument that the site of the park as now proposed at a distance further away from Mount Vernon than Mockley Point and therefore would not destroy any scenic resources, omits the fact that the plant would be within the confines of the proposed national park and would be visible from Mount Vernon. The proof of the pudding is in the eating, and in this case the proof would be in the actual view from Mount Vernon. By standing on the Mount Vernon veranda, it is not difficult to understand why the proposed sewage treatment plant in Piscataway Bay would be visible from Mount Vernon. Mount Vernon is approximately 120 feet in elevation, and the sewage treatment plant on the new site is only 5 to 10 feet in elevation. Then, too, it is supposed that the sewage treatment plant would be of some significant size, which would indicate further that it would be quite easily seen from the veranda of the mansion. In addition, the corollary argument that the sewage treatment plant would be properly camouflaged seems equally difficult to understand. It is sometimes mentioned that a sewage treatment plant lies somewhat contiguous to the Baltimore-Washington Parkway and that many people pass it every day without any knowledge that it is there. It is questionable whether we are talking about the same thing. If the Washington Suburban Sanitary Commission would assure us that the sewage treatment plant that they propose in the Piscataway Bay area is essentially the same size or smaller than the one located along the Baltimore Parkway, or that the process of effecting sewage disposal is essentially the same type, then the arguments would have to be reviewed and reconsidered in that light.

The allegation of those supporting the construction of the sewage treatment plant that no alternatives exist appears highly questionable. It has been recommended by sanitary engineers, by the Maryland National Capital Park and Planning Commission, and by the Prince Georges County commissioners, that a site be chosen in an area already industrialized. One of the most mentioned sites is in Charles County along the Mattowoman Creek. This would be somewhat in keeping with the antipollution law recently passed by the Congress, which urges a regional concept of sewage development. This was rejected by the Washington Suburban Sanitary Commission after preliminary discussions with Charles County commissioners indicated that they were not in a financial position to undertake construction of this plant immediately, or in the immediate future. As a result, the Washington Suburban Sanitary Commission therefore concludes that the only alternatives are along Piscataway Creek. It should be pointed out, however, that whether the needs of the area for sewage disposal are creating or generating this need for sewage disposal at this location, or whether it is the needs of the developers. They are not necessarily the same thing. Some time ago, two major developers across Piscataway Creek requested and received a license on their own land for a small sewage treatment plant. These are planned

for high density development, in sharp contrast to the proposed park area. This sewage treatment site was abandoned and a marina placed on this site.

The Washington Suburban Sanitary Commission then proposed to build on Piscataway Creek. This has the effect of those in the high density area dumping the sewage away from their own property on property of low density areas. It is also true that before the planned development of these real estate areas can go forward, adequate sewage disposal must take place. In reality, what we are being asked to do is to sacrifice an area of proposed park land in order to facilitate the sale within these high development areas. Without this high density development the sewage needs of the area are not egregious at the present time. If all of the high density development area were populated, the need would be accelerated. This has a further effect of snowballing. When sewage treatment plants are constructed, their capacities are in excess of present needs. They also are expensive, and in order to pay for them it is usually necessary to encourage greater densities of development. Ultimately then, this would not only disrupt the scenic environment of Mount Vernon in the immediate sense, but it would hold a sword of Damacles over the entire area opposite Mount Vernon, the area that local people have tried for so long and so hard to protect from just this kind of commercial development.

Another challenge is that other intrusions already exist on this scenic area that we seek to preserve. The logic as to how this supports an additional intrusion somehow escapes us, especially when the additional intrusion according to the opponents of the park is not going to be an intrusion at all. The indication that other sewage treatment plants are closer in actual area than the proposed one is apparently to bring automatic approval of this proposal.

In the first place, the other sewage treatment plants to which mention is made may indeed be closer in terms of actual distance than the proposed plant, but there is a great neglect in comparing the different types of topography. Mount Vernon is rather carefully surrounded on the Virginia side by some 500 acres of densely wooded areas. No one is suggesting, nor would it be feasible, to clear cut all of this protection of Mount Vernon, and then have the government acquire all of the lands the eye could see from Mount Vernon. This was recognized at an early date to be impossible. The proper protection by landscaping, and the natural topography of the Mount Vernon area, clearly places the kinds of intrusion to which the opponents refer in a completely different category. The argument seems to fall by its own weight in any event, for if there were such intrusions, this would hardly argue for further intrusions.

Mr. Chairman, the members of our committee, in cooperation with other local organizations and with other national conservation organizations have carefully appraised the proposed area for a national park, and if anything, it would be our judgment that the area should be expanded. We, of course, do not want to jeopardize the prime purpose of our effort by being unreasonable, and we therefore hope that it will be the final judgment of this committee to support the President's request of $937,000 to properly effect Public Law 87–362. We feel this to be not only in the Nation's interest, but we feel that accurate testimony has been and will be given by other local organizations and civic associations, to show that it is also in the local interest that such appropriations be granted. We hope the committee concurs in this view.

INDIVIDUALS AND ORGANIZATIONS THAT SUPPORTED PUBLIC LAW 87–362 AND ARE NOW SUPPORTING THE PRESIDENT'S REQUEST FOR $937,000 APPROPRIATIONS

Local groups (Majority of home and property owners in area):

1. Accokeek Civic Association
2. Calvert Manor Civic Association
3. Moyaone Reserve Civic Association
4. Piscataway Hills Civic Association
5. Alice Ferguson Foundation (will donate land)
6. Accokeek Foundation (will donate land)
7. Swan Creek Citizens Association

National groups:
1. Citizens Committee on Natural Resources
2. Izaak Walton League of America
3. Mount Vernon Ladies Association
4. National Audubon Society
5. National Wildlife Federation
6. National Trust for Historic Preservation
7. Wild life Management Institute
8. Wilderness Society

Local government:
Prince Georges County Commissioners of the State of Maryland
Governor and Legislature of the State of Virginia
Maryland National Capitol Park and Planning Commission

Federal Government:
Senate of the United States passed authorization bill introduced by Senator Clinton P. Anderson, chairman of the Interior and Insular Affairs Committee, without dissent.
House of Representatives of the United States passed authorization bill introduced by Congressman Wayne N. Aspinall, chairman of the Interior and Insular Affairs Committee, and John P. Saylor, ranking Republican member on suspension of the rules by a voice vote.
President signed the measure into law and with the advice and concurrence of the National Park Service, Department of Interior, and the Bureau of the Budget, included the request for appropriations in his budget message.

General Statement

Mr. Smith. I may say this happens to coincide with one of the biggest annual meetings of North American Wildlife Conference that is being held at Denver and many of the organizations that would normally appear before this group and support this legislation are not able to be here, but they ask that the committee be informed that they wish to associate themselves with our testimony.

These groups would include the Isaac Walton College of America, National Audubon Society, National Wildlife Federation, Wildlife Management Institute and the Wilderness Society.

SUPPORT FOR FUNDS FOR LAND ACQUISITION

Very briefly, Mr. Chairman, we are here to urge favorable consideration by the committee of $937,000 which would implement Public Law 87–362. I shan't bore the committee too much with history which I suspect they already know a good bit about. Some time ago last year, there was an announcement by the Washington Sanitary Commission that they were going to erect a sewage plant in Mockley Point which was directly over the view of Fort Washington and Mount Vernon.

After public hearings, which were extremely spirited, it was indicated that this plan would be delayed or the decision, at least, would be delayed. Very seldom have I ever had this accusation happen to me, but only last evening I was called by someone whom I do not know, and was somewhat abused that the reason that this measure went through the Senate was that I and my colleagues had railroaded it and had panicked the Senate.

I won't even comment on that except to say that the Senator has just celebrated 50 years in the Senate and I will leave it to his judgment as to how many times the Senate has been panicked or how many times it has been railroaded, especially by the likes of myself.

Chairman Hayden. I can corroborate that. It doesn't happen.

Mr. SMITH. I don't think it does.

Senator BYRD. But we have been often abused.

Mr. SMITH. Yes. Basically, our purpose is the hope that what had been started by private organizations through protective covenants through foundations over the last 15 years, through loyal people trying desperately to preserve this area, we hope has been culminated with the enactment and passage of this act. There were rather extensive hearings in both the House and the Senate at the time the bill had been considered. There have been hearings before the House Committee on Interior and Insular Affairs and related agencies on the matter. I think very briefly that the charges against the appropriations are essentially fourfold; that, first, the site which the Washington Suburban Sanitary Commission suggested will be placed farther away from Mount Vernon and will not be damaged.

PLAN TO CAMOUFLAGE SEWAGE PLANT

Essentially, the plant will be camouflaged. Third, that there are no practical alternatives. Fourthly, that there are already other intrusions anyway in the area of Mount Vernon and why should this particular addition be found so significant in the light of these others?

Our response to that, I think, is very simple. The new site is still within the borders of the proposed park. Mr. Chairman, there are national groups, members of the Interior Department, local citizens who walked over this area and looked quite carefully to find out whether you could see Mount Vernon from the various aspects within the park of whether you could see it from Mount Vernon.

We are here to testify that in both instances the answer is a strong affirmative. We testified at the time of the authorization and were criticized by some of our colleagues for not talking more. But as in all of these matters, we realize what our primary purpose was, which was to try to preserve this area and we didn't want to be divided to the point of jeopardizing the passing of the bill. We were perfectly aware of the difficulty of trying to obtain money in these land acquisition problems whether it is for any phase of the Federal Government.

DONATIONS FROM PRIVATE FOUNDATIONS

This is becoming an enormous cost. We are pleased to have private foundations donate over 50 percent of the taking of the land. The bill is so constructed that we will be able to take easements as well as in-fee. So this has brought the cost down.

I think the estimates are a good distance from the original $2 or $2½ million. We have it down to $937,000 which we feel is a reasonable and somewhat accurate assessment. Much of this land, as far as individuals are concerned, I know that some, perhaps, would protest, some would expect to be paid, some are willing to grant these easements.

This would not interfere and is completely consistent with the local covenants. So, despite the fact that the site is changed and is farther away, it still has these detrimental aspects as far as scenic resources are concerned from Mount Vernon. Whether it can be effectively camouflaged or not, I know that there is great argument on both sides of this. I recall in the House testimony that there was indicated that

we had a little sewage plant by the Baltimore-Washington Parkway and people passed it every day and were not aware it was there.

I think the problem of camouflaging a plant of this size is going to be extremely difficult. I don't think the Washington-Baltimore plant, plus the way the sewage is processed, can be adequately compared to the one in consideration.

REAL ESTATE DEVELOPMENTS

Thirdly, there are no practical alternatives. This compares to a matter of things. One is timing. At the present time there are two real estate developments and these developments are planned for high-density development. If these come to complete fruition, there is no question about the fact that you would need some sewage disposal units. At one time there was a plan, as we understand it, that was licensed by the developers to put a sewage treatment plant to take care of their property on their own ground. This was abandoned and a marina replaced it and the next item was the sewage disposal plant by the Washington Suburban Sanitary Commission. So what we are suggesting is whether practical alternatives have to be so immediate. Whether this is to meet the needs of the area or the needs of the developers.

I have nothing against people developing or operating commercially. I do feel we have additional responsibility in zoning. The Prince Georges County commissioners hope it can be located elsewhere. The Maryland National Capital Planning Commission has indicated the same statement. It would seem to us that there are practical alternatives.

MATTAWOMAN CREEK AREA

On the matter of the Mattawoman Creek area, that is already an industrial area. It would call for a bigger plant. I know the Washington Sanitary Commission has discussed it with them. They say there is no immediate future need to do this. Our suggestion is that the need of this area sewagewise is not an immediate thing. We worked very hard and very long, Mr. Chairman, partically all of the national conservation organizations, for the President's antipollution bill. We supported Senator Kerr on this. One of the provisions is to provide Federal support for these areas that will cooperate with several counties and localities. This was an effort to get rid of some of these medium-sized or especially small-sized units which are probably not going to be effective in handling the increased load.

We would feel that this has been investigated carefully. While this is one site, we are told by others that there are other sites that might be available.

Fourthly, there are other intrusions on Mount Vernon and why should we become upset about this one? The logic of this argument somewhat escapes me. I think that anyone can be at Mount Vernon at the present time and find that the scenic enjoyment has not been completely debilitated. There are two Virginia treatment plants closer in existence to Mount Vernon. This is true.

I think anyone to see them would have to go into a balloon 500 feet high. The topography of the land is different. There are 500 acres surrounding it. I think someone also can indicate further that

you can see a part of one or two houses of some kind of development. My committee is very fussy about these details. They commissioned me on more than one occasion to walk over this ground and try to investigate this.

Mr. Chairman, I have been doing it to the best of my ability. I can see no intrusion that is there now that would be anywhere comparable to the indication that we have been talking about that the sewage treatment plant would be.

It is for this reason that the national organizations—with great concern about some of our national monuments and the admonition of Senator Anderson, who has told the organizations again and again, we want recreational opportunities, we want areas properly zoned, and we hope you will get some of them in the East out here, so you won't use the West for nothing but a playground for Easterners—we are trying to keep in accordance with this admonition.

Thank you very much, Mr. Chairman.

Chairman HAYDEN. Thank you.

Senator Byrd, I will ask you to take over because I have another appointment.

Senator BYRD (presiding). Thank you.

We will hear now from Mr. Robert Strauss, who appears instead of Mr. Harold Ravner, president of the Moyaone Association.

MOYAONE ASSOCIATION

STATEMENT OF ROBERT STRAUSS, ACCOKEEK, MD.

PREPARED STATEMENT

Senator BYRD. Mr. Strauss, do you have a prepared statement?

Mr. STRAUSS. With the chairman's and Senator Hayden's statement in mind, I have a brief statement. I will place several items in the record. I am a resident of Accokeek, Md., which is covered by this bill. Mr. Harold Ravner is ill today and he requested me to present his testimony to the committee, and I would like to present it to be presented in the record at this point.

Senator BYRD. It will be included in the record at this point.

(The statement referred to follows:)

Harold Ravner, president of the Moyaone Association, is ill today. He has requested me to present his testimony to the committee to be inserted at this point in the record.

I also want to present Mr. David Swick of the Moyaone organization, who has for the committee records a copy of a statement signed by the majority of resident landowners in the Moyaone Reserve who state they are willing to donate visual easements on their land.

Mr. Charles Wagner, vice president of the Accokeek Foundation, could not be present. He requested me to present his testimony that the foundation will donate its land, to be inserted in the committee records.

I would also like to present for the committee records a letter from Senator Harry F. Byrd of Virginia to Mr. Ravner supporting this appropriation.

I would also like to present for the record Senator Clinton Anderson's speech on Washington's Birthday supporting the measure to preserve this area.

Mr. Chairman, these men have stated the case for the appropriation far better than I. I rest on their words.

STATEMENT OF HAROLD RAVNER

Mr. Chairman and members of the committee: I am Harold Ravner, president of the Moyaone Association of Accokeek, Md., and I wish to make the following statement to this committee in support of the full appropriation of $937,000 to implement Public Law 87-362.

The Moyaone Association was chartered by the State of Maryland as a nonprofit organization to guide and direct the growth of contiguous areas occupied by the members of the association; to cooperate with other residents and to assist in the orderly development of communities of landholding residents in the vicinity of Accokeek, Md.; to act directly or in cooperation with other community groups and governmental agencies to further the general community interest; to formulate policies relating to community development and to make such policies known to governmental authorities.

The Moyaone Reserve is a community of approximately 160 landowners, situated across the Potomac River from, and slightly to the south of Mount Vernon. We are therefore directly and vitally interested in the proposed legislation before this committee.

The Moyaone Association is concerned, as are other civic organizations all over this Nation, with plans to better our community as regards schools, libraries, roads, and other normal functions of local government. In addition, however, we are dedicated to the concept of preserving the historic and scenic values of this area, which, because of its traditional rural aspect, has until recently received little attention from either local or national officials.

Our land holdings are of such size, approximately 5 acres per family, as to permit a reasonable acreage to be maintained in its traditional wooded and open character. The association has, by membership authorization, acquired lands within our community for the purpose of reserving part of it for recreational uses, including wildlife preserves, hiking and nature trails. At the present time it is yet possible to walk through the area and encounter a variety of wildlife, including geese, ducks, and deer. That land which is not set apart for these purposes is placed on the market for sale in 5-acre lots, with certain restrictions designed to insure continuance of sound conservation measures for this land.

Mr. Chairman, we have not achieved all of our goals as yet, although with the valuable help of our neighbor organizations we have made some notable gains. Some years ago, we prevented an "absentee landlord" development from running a sewer line 10 miles cross county to dump raw sewage directly into the Potomac River across from Mount Vernon; the acquisition of riverfront property by a foundation led by Congresswoman Frances P. Bolton, a vice regent of the Mount Vernon Ladies' Association of the Union prevented, at the last moment, construction of an unsightly oil tank farm directly across from that historic shrine; our long efforts to have park and planning extended to this area succeeded only a few months ago. So we have had some success. Last fall the Congress passed, and the President signed, Public Law 87-362 to preserve this area. However, at this very moment, this historic riverfront area—historic because of its relation to the home of our first President and because it is the site of what has been called one of the most important Indian archeological areas in the East—is still threatened with the construction of a sewage disposal plant by the Washington Suburban Sanitary Commission, despite its effect on a national shrine, and against the almost unanimous opposition of the affected communities, and regardless of independent engineering consultants who have proposed more suitable sites.

The full membership of the Moyaone Association, at their annual meeting a year ago, considered the matter at great length and voted to join with other citizens' groups in supporting Federal legislation to preserve the historic and scenic value of lands bordering the Potomac River in the area of the Moyaone Reserve for the benefit of present and future generations.

This legislation passed and became Public Law 87-362. The Moyaone Association, in a special meeting of its members, and all landowners in the area, in December 1961, passed a resolution in support of this appropriation, and directing that Members of Congress be advised of our support. I am here today to urge this Senate subcommittee to act favorably on the President's recommendation to appropriate $937,000, the full amount necessary to complete this project.

Half the lands needed will be donated by our local foundations. Thus, the Federal Government will receive a gift of a dollar's worth of land for every dollar's worth it acquires.

I hope this committee will see the wisdom of acting now, and will recommend that the Congress appropriate the full amount of funds authorized.

PREPARED STATEMENT

Mr. STRAUSS. Mr. Charles Wagner could not be present, and he requested me to present his testimony that the foundation will donate his land.

(The statement referred to follows:)

STATEMENT OF CHARLES F. WAGNER, VICE PRESIDENT OF THE ACCOKEEK FOUNDATION

For a number of years, this foundation under the generous leadership of your colleague, the Honorable Frances P. Bolton, has been working to preserve the wooded and open character of the land on the Maryland shore opposite Mount Vernon and Fort Washington.

Through the generosity of a number of individuals and conservation groups, about half of the lands along the shore were acquired by private funds and have since been used for the benefit of the public.

This quiet program has been threatened by the Washington Suburban Sanitary Commission's ill-considered desire to serve a few developers quickly by building a sewage-treatment plant in the middle of the preservation area.

The Congress, last fall, passed an act authorizing this program, begun by the foundation to be completed by the Federal Government.

By the terms of our charter, this foundation is empowered to donate its lands without cost to the Government for preservation. The trustees of the foundation have authorized negotiations with Interior leading to the donation of the lands, and negotiations are underway on the donation.

The foundation is ready to execute a contract now to convey all of its lands when the Government has secured title to the rights in the lands described in Public Law 87-362, under appropriations recommended by this subcommittee.

PREPARED STATEMENT

Mr. STRAUSS. I also want to present Mr. David Swick, who is a member of Moyaone Organization who has for the committee record a copy of the statements signed by a majority of the residents who state they are willing to donate easement of the land.

(The statement referred to follows:)

STATEMENT IN SUPPORT OF PUBLIC LAW 87-362

In order to preserve the wooded and open character of the Moyaone Reserve and to protect the area from sewage plants and other industrial use, now and after the expiration of present land-use covenants,

I am willing to donate to the Federal Government, after Public Law 87-362 is implemented by Federal appropriation and Foundation land donation, visual easements on my land which are in keeping with the five-acre homesite pattern and which restrict land use and the cutting of trees that would materially affect the wooded and open character of the area.

KENNETH C. OTIS,
(And others).

LETTER FROM SENATOR BYRD OF VIRGINIA

Mr. STRAUSS. I have two more things I would like to present to the committee. A letter to Mr. Ravner from Senator Harry F. Byrd of Virginia in support of this appropriation.

Senator BYRD. That is a good man to have on your side.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON FINANCE,
March 6, 1962.

Mr. HAROLD RAVNER,
President, The Moyaone Association, Inc.
Accokeek, Md.

MY DEAR MR. RAVNER: Thank you for your letter of March 6, which I have just received.

I shall certainly be very glad to vote for the appropriations to preserve the view at Mount Vernon.

It will be a pleasure to hear from you at any time.

With kindest regards, I am

Faithfully yours,

HARRY F. BYRD.

SENATOR ANDERSON'S SPEECH ON WASHINGTON'S BIRTHDAY

Mr. STRAUSS. I wish also to present for the record of this committee Senator Clinton Anderson's speech on Washington's birthday supporting the measure to preserve this area.

Senator BYRD. An equally good man to have in support. That will be included in the record.

(The speech referred to follows:)

PRESERVATION OF VIEW FROM GEORGE WASHINGTON'S HOME AT MOUNT VERNON

Mr. ANDERSON. Mr. President, I think it is appropriate to call attention, during our observance of George Washington's Birthday, to the fact that the 87th Congress has indicated its reverence of his memory, and those things for which his memory stands, by more than words.

On last September 20 the Senate passed what is now Public Law 87–362 authorizing the acquisition of lands and easements to lands across the Potomac River from Mount Vernon for the purpose of preserving the view from the Washington home. The House measure, which the Senate passed, was a companion to a Senate bill which I had the honor to introduce on June 6, 1961. The measure was signed into law on October 4, 1961. The authorized appropriation of $937,000 is a very modest but very important sum, for it will assure that the environs at Mount Vernon and the view from what Mrs. John F. Kennedy has described as "the Nation's most revered house," will not be violated by a sewage treatment plant, an oil tank farm, or other development which would alter its character.

I am always reluctant to hinder or restrain business development, or governmental agencies, such as the Suburban Sanitary Commission. The business activities are desirable and essential to the maintenance of a healthy economy. The provision of sanitary facilities is a necessity. But I am sure that there are alternative sites where a sewage-treatment plant can be erected, one capable of meeting the future needs of the area as well as the present. And there are alternative sites for industrial and commercial development.

There is no problem involved here of making impossible desirable industrial development or construction of essential public facilities. They can be located elsewhere, and it is to the credit of Congress that we have voted that such development shall not be permitted to intrude upon the majesty of this most important historical site.

Many people and organizations are to be congratulated for their part in preserving the dignity and beauty of the environs of Mount Vernon. The distinguished Senator from Nevada, Mr. Bible, who held hearings and steered the preservation bill through the Senate, is one of them.

The Mount Vernon Ladies' Association has done our Nation a great service in the restoration and preservation of Mount Vernon itself, and in stimulating the protection of the area.

On the House side, Representative Aspinall, chairman of the Committee on Interior and Insular Affairs, Representative Saylor, who sponsored the bill, Representative Rutherford and Representative Bolton deserve special thanks for their leadership.

Representative Bolton, as vice regent of the Ladies Mount Vernon Association and as a principal officer of the Accokeek Foundation, which now stands ready

to donate its lands to the Federal Government, has done the Nation an especially great service, as will all of those citizens who are helping to give the Government land and easements without cost, so as to make protection of the area possible.

Mr. President, we can all take pride in Public Law 87-362 and the assurance it gives that Mount Vernon and the Potomac River area around it will be preserved as a link between living generations and the man who led his countrymen—our forebears—in the establishment of a government of freemen.

Mr. STRAUSS. Mr. Chairman, these men have stated the case for the appropriation far better than I and that concludes my testimony.

Senator BYRD. Thank you very much for your testimony. You made a good statement.

Mr. Dyer, would you like to appear first?

SEWAGE NEEDS IN PRINCE GEORGES COUNTY, MD.

STATEMENT OF BEN DYER, PROFESSIONAL ENGINEER AND LAND PLANNER, REPRESENTING CLIENTS WITH LARGE LAND-HOLDINGS

GENERAL STATEMENT

Mr. DYER. Thank you very much for the opportunity of appearing before you, sir. My name is Ben Dyer. I am a professional engineer and land planner and have been so engaged in Prince Georges County, as well as elsewhere, for about 25 years. As a land planner I have a very deep regard for the explosive growth of the Washington area and Prince Georges County in particular.

As an engineer I realize that there is a very definite need for the proper agency to take care of the sewage needs that accompany that growth. Right now we are operating, in our area, with the plan of the National Capital Planning Commission which has designed a plan for the year 2000 Washington. Our local agency which covers both Prince Georges and Montgomery Counties has implemented that insofar as local needs are concerned, and have recently presented it to the public so far as its adaptation in the Prince Georges-Montgomery area is concerned. The area of land tributary to Piscataway Creek is some 48,000 acres. It extends up to the north and east from that point. It includes a large part of Andrews Air Force Base and Camp Springs, and to the south on Route 5.

INDIAN HEAD HIGHWAY DEVELOPMENT

About 3 years ago it came to my attention that there was a little development ahead of the creek about Indian Head Highway where a local developer had put in one of these small plants. It was most unsatisfactory from the State board of health and all concerned. There was a lot of correspondence about it. Finally, I was able to help the people to get the Washington Suburban Sanitary Commission interested in it and they have acquired it and are operating it much more satisfactorily.

However, this type of plant is not the answer to 48,000 acres. When this bill first started on its way before last year, there was no planning agency that had jurisdiction over the area from the south of Piscataway Creek. By action of the Maryland State Legislature about a year ago, all of this area was taken into the Maryland National Capital Park and Planning jurisdiction so far as planning is concerned, and they have implemented their jurisdiction by publishing, as a

part of their annual report, their new park desires and have included all of the area of this bill, together with quite a bit more within an area that they would have set up as a park. They have also brought to all of this area the zoning controls so far as minimum size lots, the proper type of planning, and I think they are fully capable of representing the people of Maryland in the best interests of the development of this area. I think the people of Moyaone and other interested parties are certainly to be complimented in the way in which they have developed their property thus far without those controls. Without proper planning they have done an excellent job. However, this bill breaks down into two things:

PROTECTION OF OVERLOOK TO MOUNT VERNON

First, as a means of protecting the overlook from Mount Vernon. From a planning standpoint I am most appreciative of that. I have been at Mount Vernon for a long time. I would like to present for the record a plat that I have prepared that I think tends to indicate the gist of this matter. This area [indicating] across from Mount Vernon from Marshall Hall up to a point where this 2-mile radial line intersects the east side of the Potomac River is certainly an area that should be considered, and I would have no argument about the Government of the United States spending money to protect that land. It so happens that from that 2-mile area sweep around to just northeast of Marshall Hall, all but one of these foundations, both the Accokeek Foundation and the Ferguson Foundation, all but one of those tracts that are to be donated lie within that area. The other one in question is one around on the south side of Piscataway Creek. The main effect of this bill, if it were limited to something like that 2-mile area, I think would be the proper thing. I can't conceivably see why there should be any interest in going up the south side of Piscataway Creek, now that it is under the proper jurisdiction of local agencies and they, through their own financing, have been acquiring park land and exercising control and other things.

Secondly, the other part of this bill seems to be to present the by county agency, the Washington Suburban Sanitary Commission, which is the proper one to put in the type of a plant that can serve the needs not of this immediate area but of this whole 48,000 acres. I have personally had the pleasure of taking one of the House subcommittee members to Mount Vernon and his testimony agrees with the fact that from Mount Vernon you cannot possibly see this proposed—which is only one but the nearest one of the sites proposed by the Washington Suburban Sanitary Commission—you cannot possibly see any plant here. In the first place, a sewage plant is 85 percent underground, or within close relation to the ground. The only structures that would rise above the ground at all would be about a two-story height which are pumping stations and architecturally there is no need where they could not be just as desirable as a house. They are smaller than a house. At that point you are some 3 miles from Mount Vernon. The tremendous area is indicated on this plat and the trees there on the Claggett property are indicated above in the line-of-vision thing, which is to scale—from that standpoint it is impossible to see anything that the sanitary commission would do. They are a responsible agency, as I say, and would adequately provide additional screening were it to be necessary.

MOCKLY POINT AREA

This thing, I think, started out a little wrong. Mockly Point was a generic term and not completely a specific one. The Maryland National Capital Park and Planning Commission has agreed that this area to the east of Mockly Point would be an acceptable one, someplace in this area, would be an acceptable one. Their engineers further testified that even with the aid of glasses you cannot see anything that would be built at this point. So I would conclude my statement with the fact that I believe that the limitation of this measure to something indicated by the intersection of this 2-mile radius line would give the greatest amount of land that would be donated, and would offer the protection to Mount Vernon.

VIEW FROM FRONT PORCH OF MOUNT VERNON

Actually, from the front porch of Mount Vernon, from the front patio, you can see just to the northeast this subdivision—Stratford on the Potomac is clearly visible. Those houses there are clearly visible. Mr. Wall, who is in charge of Mount Vernon, assisted that developer in getting some zoning changes to make the lots that are now there in that subdivision the size they are, which is about half of what was previously zoned. Something that is three times as far away and is not as large and would be completely hidden by trees, I am sure would offer no objection. There is one further thing that I would like to introduce, and this is the annual report of the Washington Suburban Sanitary Commission. The previous speaker alluded to a treatment plant that the sanitary commission built.

SANITARY COMMISSION TREATMENT PLANT

In their annual report at the top it shows the treatment plant which would be a very similar one, I believe, to what would be built here.

The white line in the background represents the Washington-Baltimore Parkway. With thousands of people traveling that road every day they are not even aware that it is there because of the same type of tremendous cover that affects here.

Thank you very much, sir, for allowing me to make the statement.

Senator BYRD. You have one site proposed by the Washington Suburban Sanitary Commission.

Mr. DYER. Yes, sir.

Senator BYRD. In the lower right-hand corner 3 miles away from Mount Vernon?

Mr. DYER. That would be the closer one, I understand. The chief engineer of the sanitary commission is here today and will give you more of the detailed plan.

Senator BYRD. Then you have midway on the map a sewage plant to be built by Fort Washington Estates.

EXPLOSIVE GROWTH OF PRINCE GEORGES COUNTY

Mr. DYER. That is another developer who independently would have another of these same type of small plants that I testified was built farther up the creek by another developer. This type of small

plant is a headache in that it is not efficient in its operation. It has no ability on the north side of Piscataway Creek to be expanded to serve any other needs. On this basis you would continue to have a group of smaller plants, if at all, built, each of which would add a great deal more to the condition of Piscataway Creek. It would deny the explosive growth of Prince Georges County in this 48,000 acres, because anywhere away from the mouth of Piscataway Creek or at the Potomac they do not have sufficient water to have plants so you would be confined to a septic tank type of development. There already exists that type of development around Route 5, and those people are in very poor straits right now because of the fact that their sewage is overflowing on the ground. The only solution to it is for the sanitary commission to extend lines up to it from such a plant as this.

Senator BYRD. What is the alternative?

Mr. DYER. To this plan, sir?

Senator BYRD. Yes.

Mr. DYER. I know of none as professional engineer. The sanitary commission has received a report, which Mr. McLeod, I believe, would testify on, from a study made by Dr. Abel Wolman of Hopkins at Baltimore and Mr. Geyer, who have made a report for the whole area of the Potomac around Washington, including Virginia, and all, and through that commission the sanitary commission has awaited that report before going ahead and making this commission.

I think Mr. McLeod could testify better on that than I could.

Senator BYRD. The proposed plant would be in the line of vision from Mount Vernon, would it not? It would only be protected by the trees. It would be impossible to see it from Mount Vernon?

Mr. DYER. It would be impossible to see it from Mount Vernon.

Senator BYRD. If the trees were removed the plant would be in full view of Mount Vernon, would it not?

Mr. DYER. Insofar as you could see an object of that size at 3 miles.

Senator BYRD. I shouldn't think it would be difficult to see an object of that size. Didn't you say it was a two-story house?

Mr. DYER. Smaller than a house.

Senator BYRD. It would not be difficult to see 3 miles away except on a foggy day?

Mr. DYER. I would disagree with that, sir, because there are houses in the same relative area that are most difficult to ascertain what they are at that distance standing right on Mount Vernon on the front portico.

Senator BYRD. They must be pretty small, 3 miles away.

Mr. DYER. They are awfully small 3 miles away. They do not have any particular form to them. You can't tell what they are.

HOUSE IN STRATFORD AREA

Senator BYRD. There are houses in this area?

Mr. DYER. There are a number of houses in that Stratford area.

Senator BYRD. How many houses?

Mr. DYER. I have never counted them but I would say there are at least a hundred, if not more. You cannot see all of the hundred but you can see quite a cluster of them.

Senator BYRD. What would be the size of the structure above the surface?

Mr. DYER. About two stories, the same that they would have there.
Senator BYRD. Two stories, and how long and how wide?
Mr. DYER. I would rather Mr. McLeod tell you the size.
Senator BYRD. All right. Thank you for your statement.
Mr. DYER. Thank you, sir.

WASHINGTON SUBURBAN SANITARY COMMISSION

STATEMENT OF ROBERT J. McLEOD, CHIEF ENGINEER

GENERAL STATEMENT

Senator BYRD. Mr. McLeod, would you come before the committee?

Mr. MCLEOD. I am Robert J. McLeod, Chief Engineer of the Washington Suburban Sanitary Commission.

I would like to apologize first that I only learned at 10 minutes after 9 this morning that the committee was meeting this morning and I would, with your leave, like to submit the statement in better form. We can put it in the mail this evening if you can put it in the record. It will be the same statement, but as you can see, this is just a copy. The sanitary commission feels that there is much merit to the preservation of the Maryland shore along the Potomac and also the Virginia shore. What we are taking exception to is the part of the legislation which would preclude the sanitary commission from constructing the sewage-treatment plant. First of all—

RESPONSIBILITY OF SANITARY COMMISSION

I believe it would be desirable to briefly describe the responsibility and authority of the sanitary commission. It is an agency created by the general assembly of the State of Maryland in 1918 for the express purpose of providing water supply and sewage disposal facilities in the metropolitan area of Maryland adjacent to the Nation's Capital. The commission is a bicounty public agency operating under the laws established by the general assembly of the State. At the present time it has jurisdiction over the construction of all water supply and sewage systems in Montgomery and Prince Georges Counties. It is immediately responsible for furnishing these services in a 475-square-mile area. There are now over 600,000 persons residing in this area who are served by commission-operated facilities.

When the Senate committee held a hearing on the hill authorizing a national park opposite Mount Vernon, I appeared before the committee. At this hearing it was clearly understood by all present that the purpose of the bill was to preclude the construction of a sewage-treatment plant anywhere in this part of Prince Georges County. It is to this aspect that I now take issue.

SEWAGE PLANT ON PISCATAWAY BAY

After thorough study of the needs for a sewage disposal system to serve the Piscataway and Broad Creek Drainage Basins in Prince Georges County and careful consideration of the alternatives for providing this important public service, the Washington Suburban

Sanitary Commission resolved to proceed with development of this regional system and to locate the necessary sewage treatment facility on the southern shore of Piscataway Bay.

I would like to submit a copy of the Commission's resolution for the record of this hearing.

(The resolution referred to appears on p. 1011.)

LAND INCLUDED IN PARK AREA

Mr. McLEOD. I might briefly describe this. This area in yellow is the area which generally would be included in the park area in both fee and scenic easement. The Mockley Point we speak of is this point jutting out of Piscataway Creek. The red dots which you see here represent existing sewage treatment plants with the exception of this one which is the proposed sewage plant to serve Fort Washington Estates and which will be constructed if the Commission does not proceed with its regional plant. We do have a plant here 2½ miles from Mount Vernon and one at Belvoir.

Senator BYRD. Can this one be seen from Mount Vernon?

PROBLEM OF ODOR

Mr. McLEOD. I don't think these can be seen. It has been mentioned that if you build a treatment plant over here you have this proposition of odors coming to Mount Vernon. I want to point out that Virginia has two plants closer to Mount Vernon and Mount Vernon from the prevailing wind from the west, actually the wind would be blowing away from Mount Vernon.

PRESENCE OF TREES

The purpose of this is to demonstrate that odor would not be a problem. The second thing is that you have this whole point of land with existing trees would preclude from seeing the site. You mentioned the possibility of trees being cut down, you then probably could see it. We would be able to screen it ourselves. We would be able to screen it on the site. Furthermore, if any of this is kept as park area, as I understand, none of the trees would be cut. They would be retained in the natural state. That would provide the buffer there.

SIZE OF STRUCTURE

Senator BYRD. What would be the size of the structure above the surface?

Mr. McLEOD. We haven't determined the type of plant we would build yet. It could be an activated sludge plant. In any event you would have a structure not more than two stories in height. Depending on the plant, depending on the plant similar to the parkway, you will have maybe a building 25 feet square of that nature. There may be two or three of them scattered around. From 3 miles it will look like a house. You see a lot of houses from Mount Vernon. As a matter of fact, you can look from Mount Vernon from the landscape and see a water pipe sticking up here which is necessary for the water system of Fort Washington Estates. These are not blights upon the landscape by any means.

Senator BYRD. They don't especially add to it.

Mr. MCLEOD. No, sir. They don't detract from it from Mount Vernon.

Senator BYRD. They are not attractive.

Mr. MCLEOD. I would say the man right next to it should be more concerned properly than somebody being concerned about Mount Vernon about 3 miles away.

Senator BYRD. Some of us might disagree with you on that point.

PARK PLANNING COMMISSION REPORT

Mr. MCLEOD. Very well, sir. I would like to say that the Commission is confining this consideration to sites over the Potomac River along Piscataway Creek area. We are thinking of sites over the Potomac River along Piscataway Creek area, and nothing in here. We also have a report from the Chairman of the Maryland National Capital Park and Planning Commission prepared by his director of planning who have jurisdiction over the area. They made a field inspection. Under their field inspection they say field glasses were used and no part of the site other than the tree tops could be seen anywhere along the Virginia shore either from Mount Vernon or any of the overlooks from Memorial Parkway. I include that.

(The information referred to appears on p. 1012.)

CONSIDERATION OF SITES

Mr. MCLEOD. In fact, the Commission is confining its consideration of sites off of the Potomac River shore and along the Piscataway Creek to the area east of Mockley Point. With the screening afforded by the existing trees none of the sites being considered are visible from Mt. Vernon.

Enclosed is a report transmitted by the Chairman of the Maryland-National Capital Park and Planning Commission prepared by his Director of Planning recommending the construction of a sewage treatment plant on the site proposed by the Commission. This area was recently added to the regional district of the Planning Commission which has jurisdiction over planning and zoning. You may note also under the "Field Inspection" that field glasses were used and no part of the site other than tree tops could be seen from anywhere along the Virginia shore either from Mount Vernon or any of the overlooks along the Memorial Parkway.

Also enclosed is a copy of a letter from Dr. Perry F. Prather, commissioner of the Maryland Department of Health, in vigorous support of the Commission's resolution and urging the construction of this plant with all possible dispatch.

(The letter referred to appears on p. 1014.)

REGIONAL SANITARY BOARD REPORT

Mr. MCLEOD. Dr. Abel Wolman, professor emeritus of sanitary engineering and Dr. John C. Gayer, chairman, the department of sanitary engineering and water resources, the Johns Hopkins University, international experts in public health, sanitary engineering, and water resources serving as consultants to the Washington Metropolitan Regional Sanitary Board, said in their recent report:

It is here recommended that the WSSC proceed with its plans to construct a treatment plant in the lower valley of Piscataway to serve the entire Piscataway, Swan, and Henson Creek watersheds.

The Commission has prepared engineering and cost data for a number of possible plant sites, and this information indicates that the most desirable location would be within the projected national park area off the Potomac River out of view of the Virginia shore. The Commission feels that such a development with suitable landscaping could take place adjacent to the park reserve with complete compatibility.

LAUREL AREA TREATMENT PLANT

As an example, I would like to call attention to this Commission's parkway sewage treatment plant, which was completed in 1959 and serves a large portion of the Patuxent River Basin in the Laurel area of Prince Georges County. This facility is so neatly landscaped and well fitted into the virgin forest left standing on the property that few, if any, of the thousands of motorists who daily use the Baltimore-Washington Parkway are aware that the plant exists immediately adjacent to this beautiful highway.

Mr. Thomas Wolfe, staff reporter for the Washington Post, reported in the January 31, 1962, issue:

No smell or unsightly functional architecture will intrude upon Mount Vernon. Secretary of the Interior Stewart Udall said yesterday, negotiations have begun to turn the entire Maryland shoreline that is visible across the Potomac from Mount Vernon into a national park.

The Sanitary Commission does not agree that this is necessary.

VIRGINIA'S TREATMENT PLANTS NEAR MOUNT VERNON

It should be of interest to the committee to note that there are two existing sewage treatment plants in Virginia considerably closer to Mount Vernon than any which would be constructed by this Commission. One of those is located on the Little Hunting Creek 1¼ miles north of Mount Vernon, and the other on Bogue Creek 2¼ miles west of Mount Vernon. Since we have not heard of any odor problems from these nearby plants, which if they existed certainly would be carried by the prevailing winds to Mount Vernon, one hardly could expect a problem with a site more than 3 miles away located downwind.

ANTICIPATED GROWTH OF BROAD CREEK AND PISCATAWAY BASINS

In view of the anticipated growth of the Broad Creek and Piscataway Basins to a total population of 300,000 by the year 2000, in accordance with projections of the National Capital Regional Planning Council, a regional sewage disposal facility to serve this area must be built without further delay. Since present concepts of waste disposal do not permit consideration of the discharge of raw sewage into the water courses of the Washington metropolitan area, regional disposal, with necessary treatment facilities, is the only answer to the present and long-range needs of this area of Prince Georges County.

Senator BYRD. The doctors are in agreement, then?

Mr. MCLEOD. Yes, sir.

Senator BYRD. They could not be in the category referred to by Pope, who says "Who shall decide when doctors disagree." So the doctors are in agreement?

Mr. McLEOD. Yes, sir.

Senator BYRD. Then we have no problem there.

Mr. McLEOD. No, sir. This area projected for the year 2000, we are talking about 300,000 people. With that in mind the present concept of waste disposal does not permit any consideration of discharge of raw sewage in the water courses of Washington metropolitan area; regional disposal, with necessary treatment facilities, is the only answer to the present and long-range needs of this area of Prince Georges County.

The question comes up, Suppose we don't build anything, what happens? For Washington Estates will build their plant which will be seen from Mount Vernon. Another developer wants to build here. I might point out that they will have to get a permit from the Washington Sanitary Commission and the State Department of Health, and as I am advised by our attorney and the State health department people we could not deny a permit if they met the health requirement.

FAILING SEPTIC TANKS

You also have developers here, and the more pressing thing is the fact that along the upper part of the watershed, there are about 20,000 people in the area, about 8,000 of which are in Andrews Field but those whose uses are being developed with septic tanks. Those septic tanks are failing. We are going to have to provide a sewage facility to take care of it. We are not concerned with developers. We are concerned with the existing houses. These people are a real problem. They come to the Sanitary Commission and say you will have to do something about it. We say that is our job and we will do so.

Fortunately with the developers we can get some money from them and make it larger and serve the whole area. So the developers are really helping to solve a problem and not creating one. The problem is there now. We have considered other possibilities. I think you raised that question. One is to put a pumping station in this area and pump to Blue Plains.

However, the regional sanitary board consultants have recommended against that both from the standpoint that it is expensive and also that it would be undesirable to add a greater sewage load on the upper part of the Potomac. The river in this location is in much greater position to absorb the affluent from the treatment plant. The other possibility is a joint project with Charles County on Mattawock Creek. Charles County officials are not in a position at this time to proceed. This project we would figure by the year 2000 on present-day costs would cost the Sanitary Commission about $6 million more in construction and maintenance and operating costs over the period of the 40 years. In other words, we are talking about an ultimate project here today at today's cost in the magnitude of $20 million, $26 million in Charles County.

RECOMMENDATION OF COMMISSION

There is no justification for spending the money. There would be no justification for spending even if Congress would say here is the $6 million. If you don't let us build the plant here, please give us the $6 million as the alternate. But there is no sound justification for

doing it. So what we are really asking is that the committee in making its recommendation limit the purchase of park lands to the area of Mockley Point south along the river and exclude any purchase of park land in Piscataway Bay to the east of Mockley Point. That would be this black-hatched area. If you will not do that that will make it possible that the Sanitary Commission could construct a treatment plant in the park area. That is not inconsistent. The question has been raised as to these treatment plants.

SEWAGE FACILITIES IN FLORIDA

For the benefit of the committee, I just got back from a trip last week making an inspection of some sewage treatment facilities in Florida. There is a plant at Clearwater with a large development around it, this happens to be a completely enclosed plant. On Treasury land is a sewage treatment facility and a restaurant backs right up to it. In Coral Gables they have a sewage treatment plant with a motel across the street and I had a friend who went down and spent 8 days and didn't realize there was a sewage treatment facility across the street. So these things can be screened. They are not the problem. Of course, it is the thing that gets you when you say a sewage treatment plant. Nobody wants it. It is something we all have to have. We are asking your committee to make it possible to construct the much needed facility.

Thank you, sir.

OPPOSITION TO PARK PROPOSAL

STATEMENT OF WILLIAM EDISON OWEN, REPRESENTING PRIVATE LANDOWNERS WHOSE LANDS WILL BE TAKEN UNDER BILL

GENERAL STATEMENT

Senator BYRD. Mr. William Edison Owen.

Mr. Owen, you represent private landowners in the area whose land will be taken?

Mr. OWEN. Yes, sir.

Mr. Chairman, my name is William Edison Owen. I represent the private landowners in this area whose lands would be taken. Most of these owners are farmers. It is made up primarily of three large farm tracts. We have prepared a little map here to assist parties interested in seeing the problems involved. We, of course, are not against George Washington or the party for which he stood. We are against the sewer plant. We are against unreasonable encroachments and governmental forceful taking of our property that have been our properties from birth and our parents' properties from birth. We are dealing with properties here to be taken by the Federal Government for a purpose. The ultimate purpose is noble and we are in favor of protecting Mount Vernon. The only question raised is how tenuous that protection should be extended before it is understood to be unreasonable.

Just exactly how far should we go to protecting the shrine of George Washington at Mount Vernon or the shrine in the District of Columbia? Apparently everything that can be visible from Mount Vernon

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should be eradicated or put in the same position as when George lived there. I have heard nothing that everything visible from the Washington Monument be condemned by the Government. I am sure that George Washington was not as adamant when he lived there in requiring what the property owners across from him should do with their land as those who would now stand in his shoes. The chairman can see from this blue line emanating from Mount Vernon to the north and from Mount Vernon to the south, the various tracts of land that are directly across from Mount Vernon. This is a 2¼ mile distance to this short line where that intersects, this is a 1½ mile distance.

VOLUNTARY EASEMENTS

The Chairman will notice that the blue markings are the various tracts of property. This tract is already owned by one of the foundations that wants to donate. This tract is owned by a foundation for donation purposes. In this area here, the owner will voluntarily give easements at no cost to the Federal Government. This area of hatch marks is owned by private owners who are interested in selling for a reasonable risk voluntarily to the Federal Government or to any one else. If this bill were limited to cover the area from this point on the Potomac opposite from Mount Vernon to this point, which is really across from Mount Vernon, there would be very little expenditure of Federal funds and no American citizen would be told to get out of his home. There must be some bounds to the limits that we will allow the taking of private property for the alleged protection of the view from Mount Vernon. It will be noticed by the chairman that one of the worst blights imaginable from a scenic point of view or from a moral point of view is the largest gambling casino in this part of the country. It is right across from Mount Vernon.

It is specifically exempted by the gerrymandering terms of this legislation. My clients' lands lie way back in this cove, the Piscataway Bay cove. Some 90 percent of the lands of my clients cannot even be seen from Mount Vernon and yet they are to be taken to protect its views. We would invite the distinguished Senator to a tour of our lands, and also a view from the Mount Vernon shore. It will have to be a very clear day for the Senator to even see what the citizens on this side of the river do. Usually the river is accompanied with a certain haze or mist which makes extremely difficult seeing and distinguishing with clear definition features on this side of the river. These lands back in here are the lands that are owned by the private farmers. Simply the statement of the proposition would raise some questions as to what is behind this. How does it happen that we are asked to extend to such an unreasonable degree the taking of private citizens' lands to protect Mount Vernon. We know why. We know that the Moyaone Land Development Co. is a big land developer. We know that they are a land grabber in sheeps' clothing. We know that they have been trying to get our lands for many years, 15 years, to buy them, to get us pushed out into the river by eminent domain. This same effort was attempted in 1955.

They have been trying to get rid of these nice farms that have been here for over 200 years from out of the midst of their development. They have the second best ground, the ground back away from the actual waterfront. It is, of course, a burr under their

saddle for these farmlands, if you will excuse the expression. They are manure spreading operations in their midst. The use of the farm machinery in their midst and what they consider is a very high-class development. They consider that they are a little different land development because you must be of a certain intellect to even buy in their area. They require that you pass certain tests. We feel that what has happened here is that the very noble ladies who are protecting Mount Vernon and have done such a good job for so long have simply been misled by a red flag being waved in front of them by this Moyaone Development Co. that wants this land either for their own purposes, have been trying to get it for years, or since they have given up on that, would like to see it paid for and bought by the Federal Government.

COSTS OF LAND ACQUISITION

Getting around to what this committee is more interested in—money—the figures suggested are quite in error. Our best estimate would indicate that it will be about $5 million for the acquisition costs of the land involved here, those that are to be taken in fee. Easements are to be acquired in the large land area beyond. We have signed statements from 61 of the 154 Moyaone landowners themselves that they do not care to donate and will be required to be paid the fair market value of these easements. These easement condemnations would run into many more millions. If you own a piece of property and another person has the right to tell you what looks good on it you are giving to that person the major value of that property. It will be up to a Federal court to determine the extent of the value that will be taken.

Furthermore, their own plans indicate that it will be a multimillion dollar installation that the Interior Department has planned for this park area, that is to say nothing of the continued cost of the yearly maintenance of such a project. We feel that for the expense of practically no money that Mount Vernon can be reasonably protected. We feel it is absolutely unnecessary to be all the way back up here 4¾ miles, almost 50 miles to take property that can't even be seen from Mount Vernon.

DEVELOPMENT ACROSS FROM MOUNT VERNON

The chairman will notice that there is already one development right across from Mount Vernon and a clear view of Mount Vernon within a quarter of a mile, a few hundred yards, which is one-quarter acre in each tract. You will notice that there are developments at the side gates of Mount Vernon behind there and all around there. There are sewer plants just within a few feet of Mount Vernon for these developments. This is some type of campaign that has been sponsored primarily for ulterior purposes.

Senator BYRD. Would you be a little more specific when you say "there are sewer plants within a few feet"?

Mr. OWEN. I believe the suburban sanitary commission has had the tacks put in the map. As I understand it, it was this development here.

Senator BYRD. Did he not indicate that it was something over a mile?

Mr. MCLEOD. That is right, about a mile and a quarter.

Senator BYRD. Thank you.

Mr. OWEN. Right here, sort of to the side of Mount Vernon.

Senator BYRD. When you said "within a few feet" I thought there should be another location that did not show up on the map. I thought it was something over a mile.

Mr. OWEN. I think that is my error. I thought there was one much closer. I thought it was on this side of the water. I stand corrected; it is on the opposite side. The view from Mount Vernon we are in favor of protecting, and have protected for many years. We think it is unconscionable for the Federal Government to take money that is so badly needed for other items to be used for this unnecessary purpose. If anything were to be done in the area that would be extremely objectionable there would be time to take proper action. The local zoning authority, usually the control of use of land is properly in government, a function of the zoning authorities. This land was not under any zoning authority when this move first started.

ZONING AUTHORITY

Now, however, we are happy to say that the Maryland National Park and Planning Commission under the State laws of Maryland has complete zoning authority as to who can build what in this entire area. I hesitate to anticipate that the Maryland National Capital Park and Planning Commission is going to do anything that would grossly insult this famous Mount Vernon shrine.

In closing, I would suggest that if moneys like this are to be appropriated for the memory of George Washington, that they be appropriated in condemning Mount Vernon itself, so that there will be a time when every man, woman, and child in this country can visit the home of our first President without having to pay the unreasonable price that is required to enter.

This shrine is now privately owned and those private owners charge admission charges for Americans to come to see the home of their President. Certainly this should either be subsidized by the Federal Government so that every man, woman, and child can see it whether he is rich or poor, or the shrine itself should be condemned and run by the Federal Government.

Thank you.

Senator BYRD. Mr. Owen, are you a landowner in the area?

Mr. OWEN. I have recently bought seven acres on Piscataway Creek about 2 or 3 miles back of the bay area that we are discussing here.

Senator BYRD. What are you, an attorney?

Mr. OWEN. Yes, sir.

Senator BYRD. Are you representing these landowners? Are they paying you to represent them?

Mr. OWEN. Yes, sir.

Senator BYRD. Thank you, Mr. Owen.

Mr. OWEN. I have very little experience at legislative liaison operations. I didn't even know where to file the lobbying registration, until I had investigated.

MOYAONE ASSOCIATION

STATEMENT OF MRS. SOPHIE ZADORETSKY, MEMBER

GENERAL STATEMENT

Senator BYRD. Mrs. Zadoretsky.

Mrs. ZADORETSKY. I have been preceded by engineers and lawyers. I feel rather inadequate.

Senator BYRD. I feel sure you will be very adequate.

Mrs. ZADORETSKY. I live in Accokeek. We own property in the Moyaone Reserve and I am a member of the Moyaone Association. I speak for myself and for a large number of people who belong to the Moyaone Association, and who own land in the Moyaone region not covered by the association itself.

FIVE-ACRE HOME RESTRICTIONS

We are opposed to Public Law 87–362 and to the proposition of a park in this area. I feel the lands are now adequately protected by 5-acre homesite restrictions, by other large parcels of land owned by foundations dedicated to preserving and conserving the land, by private individuals who have been farming this land for generations, and by local zoning laws which at present are rural-residential. At a hearing in Accokeek last night, called by the Moyaone Association, there were three gentlemen from the Department of the Interior, one of whom stated, I believe as far back as 1955 and even earlier, possibly 1940, plans were afoot to acquire these lands for a national park and recreational area, and, in effect, last summer when the matter of the sewage plant came up, there was the excuse they needed to push hard and fast for this bill. I believe that while the people living in this area, other associations, and even the Congress, were led to believe that we were being saved from a sewage plant, and that the lands would be held in a natural and wooded setting, the intent of the Department of the Interior to acquire this land had been there for many years, as early as 1940 and 1955. The bill's intent, we were led to believe, was to preserve and conserve, but last night we were shown perhaps from the Department of the Interior——

Senator BYRD. Would you like to show some maps?

Mrs. ZADORETSKY. I made a little copy, fast and hasty.

Senator BYRD. We would like to see it.

Mrs. ZADORETSKY. This is the printed map that the Moyaone Association had given us originally, and last night when the Department of the Interior held up its map of the feasible plans, this is what we copied down. We were shown plans from the Department of the Interior, with such conserving and preserving features as campsites, paved roadways in the proposed park lands, Indian villages, parking lots, and a visitor's center. And yes, a boat landing, possibly large enough not only to accommodate private boats but such large ones as used by the Wilson line. This boat landing is located in the open area. It is not wooded in the flatland, directly opposite from the view of the Mount Vernon veranda. Optimistic expenditure, had been hastily arrived at $937,000—this chiefly to pay for acquisition of land needed for the park which is shown there in the red area [indicating] and which would not be donated by individuals or founda-

tions. This $937,000 does not cover, I understand Department of the Interior representatives say, moneys that would be needed for scenic easement.

OPPOSITION OF LANDOWNERS

Mr. Chairman, there is a statement we have of 61 landowners, who state that they will donate no lands or any property rights to anyone, including easements, and if the Federal Government takes their land, they would be expected to be paid full value for their land. This would add an increase to the original figure.

COST OF MAINTENANCE

Thirdly, there are no funds requested at this time to cover the grandiose plans of the Department of the Interior to preserve and conserve this land via campsites, parking lots, nature trails, and paved roads. This should run into millions. I really don't know. I think it would cost a great many more dollars. It does not include the costs of yearly maintenance. If I remember from last fall's hearings, it was stated this would be about $30,000 a year. By the time you are through, you will see that $937,000 is a highly underestimated figure.

We have a report from the Moyaone Easement Committee which reads that if the Park Service budget requests should be shown to be too small, they will return to Congress, if not this year, next year, and the year after that and after that, for additional sums of money. And this can go on forever. I sincerely urge the committee to disapprove funds to implement this bill.

TRIBUTE TO WITNESS

Senator BYRD. Mrs. Zadoretsky, you have not only proved to be adequate, but you lead us to believe that you are an experienced lobbyist.

Mrs. ZADORETSKY. I am not. This was typed after breakfast and I am ashamed to submit it but I hope my remarks are on the record.

Senator BYRD. They are on the record. I would be willing to wager that the engineers and lawyers to whom you referred would be willing to take a few lessons from you.

Mrs. ZADORETSKY. Thank you.

MOYAONE ASSOCIATION

STATEMENT OF WILLIAM DEWEY HANSON

GENERAL STATEMENT

Senator BYRD. Mr. Hanson.

Mr. HANSON. My name is William Dewey Hanson. I live in the Moyaone Reserve area. I am one who lives in one of the original sections for about 15 years, not having lived there quite all that time. The first 2 years was spent in making pilgrimages down to my land and building a house. I have built a home in that area on my land, which would be in the visual easement area and not in the other portion of the land. Mount Vernon has always been a favorite spot of mine to visit. I have visited there four or five times.

From where I live, I am sure that there is no portion of my land that is visible from Mount Vernon. A large percentage, I would say the much greater percentage of this land in the visual area is not actually visible from Mount Vernon. There are some places overlooking the valley, the river valley, who do have vision from Mount Vernon. But this land is all a wooded area and rugged terrain. It is 5-acre or more tracts.

There are many, many tracts of land. It has grown and developed, and I would say that probably there are more than 75 homes in this area. My land, or most of it, slopes away from the riverfront. Therefore, I have two corrections on my land in the background. I have not seen any change, particularly in this whole area from the standpoint of what effect the scenic view of the land. It remains about the same as when I settled there in 1949, just about the same. There are some houses built in there but none of them are hardly visible from a distance of perhaps more than 200 or 300 yards, since most of the people who live down there seem to prefer to live in among the trees and just have trees around their homes. I do have a little more clearing on my land than some of the other people do.

ACCESS TO PARK

My main concern would be this: If this is opened up as a public park area, the main access to this park would have to be the Bryan's Point Road, already a county black-topped road which runs, I would say, about 4 or 4½ miles, maybe 5 miles, down to a place right on the shore of the Potomac River at Bryan's Point.

INFLUX OF TOURISTS

My concern, as I say, is what protection will the people have, who have built their homes, and have invested their savings, if we have an influx of tourists. There are roads coming in not only from the Indian Head Highway down to Bryan's Point Road, but there are other roads coming in from the old Marshall Hall Road that goes back down to Livingston Road. There are roads coming through even a part of what is called Apple Valley, where tourists could find themselves seeking access to this park area. If we have thousands of people coming down there it will present somewhat of a problem of policing the area. They say—I have made a number of pilgrimages to Mount Vernon—and I never did see very much what was on the other side of the river. I was there primarily to view Mount Vernon and not to view what was across the river.

I would say nearly 99 percent of the people who come to Mount Vernon come there to see what there is at Mount Vernon and not what there is across the river. If they want to see what is across the river, I imagine they could better see it by coming down to Bryan's Point Road and looking at it from that side. My impression was when I was there at Mount Vernon, and I looked across the river, and I saw the shoreline. It has been very well preserved.

5-ACRE TRACTS

The Moyaone Association has sold 5-acre tracts there and there are no small buildings there; there is no reason to believe there ever

will be any bunch of small houses or small lots built in there because of the fact that these lots are protected by covenant. They will not resell their lots in less than five acres. I am under that kind of provision.

I could not sell my property unless I sold it in 5-acre tracts. My property would be practically impossible to build houses on. I don't think there is much danger of there being a bunch of small housing developments in that area that is in the scenic area for the reason that it is not feasible.

My land is 150 feet above sea level. When you go down to the two creeks that run through my land, I think the elevation there is from probably 10 to 15 feet above sea level.

So land like that and most of the land in there is not feasible for building. I am most concerned about what will happen if there is an influx of thousands of people coming down into this area there, if there is not some different access made. We have our homes there. Our children are raised there. We have a recreation area there of our own, a swimming pool, and I just wonder how it will affect that and how it will affect the value of the property.

I would like to say that I am not opposed to protection of the view from Mount Vernon, but I believe it is too extensive; that they have land that is directly across from Mount Vernon. I don't think some of these farms over there could affect the visual view very much from Mount Vernon. If people had long glasses that they could look for miles with, and they sat around on the lawn at Mount Vermon and spent enough time, they could probably pick out a few objects over in that area.

As I say, I like it the way it is there. There is even a lot of wildlife in there. Right now there are several eagles that come to my land to build a nest on the back of my land. So I think the whole area down there has been well preserved. There are deer, and there are racoons and squirrels. The only time that we have ever been—I would not call it molested—but we put up "No hunting" signs, but the squirrel hunters do come in there and hunt squirrels.

If this park is opened up with a lot of attractions down there, it seems to me that there will be such an influx of people coming down these highways and roads, and that will present quite a problem, it will have to be policed there. It will make it less desirable to live in that area as a homeowner.

OPPOSITION TO EXTENSIVE PARK

I am not opposed to them having a parking area in there but I think it should not be made so extensive. I feel keenly for men like Robert Smith and the Claggetts. These men have had these farms for years, all their lives. The Claggett family has been there for several generations. To come and take their lands that they have their life wound up in, it seems to me that should be certainly scrutinized very carefully. Mr. Smith is a farmer and he is one of the best farmers in Prince George's County. His farm is a credit to that area. I don't see that his farm affects the view. He has farm buildings there, but I was born and raised on a farm. I wouldn't be out there on this 16½ acres if I didn't like the country. I do like it out there.

Senator BYRD. God created the country.

Mr. HANSON. That is true. It is beautiful out there. I wish you would have an opportunity to come out and see our area.

Senator BYRD. I am sure that I would enjoy that.

Mr. HANSON. We will be glad to have you. I certainly think that the suggestion that was made by Mrs. Zadoretsky and the attorney, that it be limited to the actual area across the river, rather than to take in all these farms and this easement area except where it might actually affect the view of Mount Vernon—well, that is something different. I don't believe it has affected it very much now.

MARSHALL HALL

This Marshall Hall down there is much more an objectionable thing. Then there is still another question in my mind and that is this: Do they have any park areas other than the strip going along the river along Mount Vernon to protect the view in the other direction away from Mount Vernon? Are there any parklands in there? I think Mount Vernon is primarily a shrine for what you can see when you go to Mount Vernon and look across the river and not see anything too objectionable, that satisfies every human need that we have, rather than to try to take in too much area. Besides, I think there are other things that perhaps may be of more importance.

AREAS OF UNEMPLOYMENT

For instance, some of the areas where there are people out of work due to economic conditions in States like West Virginia and some of the other States to the south, where people are out of employment, and I don't think it is necessary to spend so much money for things that are not absolutely necessary.

I would prefer to see these underdeveloped areas, or areas that have been hit by what is called disaster. I believe we have some of those, don't we, Senator?

Senator BYRD. Yes, we do.

Mr. HANSON. That need these funds. I think these funds can be better spent there and wait a while until we get the old war settled and have a lot of money to spend for these things. Right now, I think defense is about the most important thing we have to deal with. If taxpayers should be thought of somewhat in all these ventures. I want to thank you very much for this opportunity.

Senator BYRD. Mr. Hanson, you have made a very good statement, a very persuasive one. I won't forget your invitation to come down to your home sometime.

Mr. HANSON. I will be delighted to have you come down to see us at our home. I will be glad to give you the directions, if I have the opportunity.

Senator BYRD. Thank you.

Mr. FINNEY. I am interested in the Moyaone Reserve and I did not intend to speak this morning. I am so shocked about some of the false assertions that have been made a few minutes ago I would like to make a few statements, if I may.

Senator BYRD. I think it will be in order. What is your full name?

STATEMENT OF WILLIAM FINNEY, MOYAONE RESERVE

GENERAL STATEMENT

Mr. FINNEY. My name is William Finney. I am a resident of the Moyaone Reserve and I am one of the land grabbers in sheeps' clothing that were identified a few minutes ago in that I built a home in the reserve 2 years ago.

A year ago my fellow members elected me to the board of directors and secretary of the association. So I must take full credit for the assertion that we are nothing but a bunch of landgrabbers down there, taking land.

I am an employee of the Navy Department, a physical research physicist. The others on the board of directors are in similar situations. We are all elected annually. We will be kicked out in 3 or 4 weeks and a new board elected from the residents of the association. This is, together with Mr. Hanson, I think, a very excellent description of the type community we have there and what your purposes are, I think, sets the position that I had hoped to establish here. I do want to point out particularly, in connection with the assertion that this is a real estate development corporation, that we are residents. We serve as elected by our fellow landowners-residents of the area. This is our only situation there. Mr. McCloed referred to the MECP and Wolman reports and I believe introduced in evidence extracted sections of those supporting the sewage plant on the Piscataway Bay.

I wish to ask that the entire Maryland National Capital Planning Commission report and the entire Wolman report be accepted in evidence, also. We will send these to you. Because the National Capital Park and Planning report says, build the plant on Mattawoman Creek.

Senator BYRD. Permit me to say that the acting chairman was going to request that this material be produced, not for the record, but for the committee files.

Mr. FINNEY. The entire report?

Senator BYRD. Yes, sir.

WOLMAN REPORT

Mr. FINNEY. Thank you. The Wolman report says, build the plant in Piscataway Creek now and abandon it in 1980 and then build it on Mattawoman Creek. This is different than what Mr. Owen said here.

Senator BYRD. You know Solomon had a difficult time in determining the mother of the child, but he was a wise man. I am beginning to believe that the committee is going to need something more than the wisdom of Solomon to determine who has the best argument here.

Mr. FINNEY. I certainly see your point.

Senator BYRD. I just said that facetiously. Forgive me for interrupting you. Go ahead.

ADEQUACY OF SEWAGE FACILITIES

Mr. FINNEY. Mr. Dyer is a sanitary engineer and has a very solid basis for feeling that sewage facilities should be adequate for any area and we completely concur in this. I would point out that the

year 2000 plan to which he referred as being adequate to take care of the situation down here specifically precludes the very developments which these two developers—and I would like to give you a map of which you already have a copy—which shows—I believe you have a different one—the overlay on this one shows the developers who are pushing this plant of the property on the north side of the bay, where the plant goes where Mount Vernon is. The year 2000 plan which was also referred to earlier by Mr. Dyer specifically precludes these developments and includes this development here as a large acreage zoning which they define as 5 acres and larger. The very developments which are the basis for the urgency of a plant right now are the ones which go completely contrary to the county commissioners' plans, to the park and planning commissioners' master plan for the area.

In spite of your reference to Solomon, I think this is very apropos to what I am going to say.

Senator BYRD. Do you know the story?

Mr. FINNEY. Yes, I do, very well. I wish to counter the argument that this area is not clearly visible from Mount Vernon. The region between Mount Vernon and all of the sites talked about here has no elevation higher than 10 feet. It is flat all the way across there. The area back toward where Mr. Hanson is is very hilly, where my home is is very hilly. There is no visibility.

BLUE PLAINS PLANT

Along this area there is a visibility. A plant much smaller than Blue Plains plant would be clearly visible the entire section here. The Blue Plains plant has 20 or 30 buildings. Many are 30 feet high, many are 100 feet long.

This is a typical sewage plant. The Blue Plains plant is the District's sewage plant on the south side of the city.

Senator BYRD. Was that on the map?

Mr. FINNEY. I could not see the map. I was behind the map and I could not tell. It is 10 miles north of here. It is a plant which most of us know quite well because we pass it going back and forth to work every day.

It is a sewage plant somewhat larger, but comparable to what the long-term plan for this one, as they speak of their many hundreds of thousands of people, gets up to be. This is a monstrous plant. The buildings are far higher than anything that can be concealed by present trees; certainly, by any land left after trees are taken off.

I feel this was a misleading sort of statement. I don't know what one can do to improve things such as this. I wish to submit finally, a letter sent by the president of our association to the House of Representatives. It tries to explain why this petition which has been stated as having 61 signatures, I believe at the last moment, is a misleading representation of the entire situation. The petition says in its second sentence, the one which our people signed, "I will not donate my land to the Federal Government for a park." Most landowners anywhere would support that without much question. The petition tacks on riders, people who have signed the petition have disclaimed and have gone along with another statement which you have, saying we would be glad to give easements on our land which

is already under covenants, we will be glad to donate these to the Government to help this bill.

Senator BYRD. This is a letter from Mr. Ravner, president of the Moyaone Association.

Mr. FINNEY. I wish to incorporate that in the record.

Senator BYRD. It will be included in the record.

(The letter referred to follows:)

THE MOYAONE ASSOCIATION, INC.,
Accokeek, Md., March 8, 1962.

LETTER TO MEMBERS, HOUSE OF REPRESENTATIVES

On February 8, 1962, I wrote to you in support of the requested appropriation of $937,000 to implement Public Law 87–362 to preserve the wooded and open character of the Maryland shore opposite Mount Vernon. Since then you and other Members of the Congress have received a letter and a petition from Messrs. Ballowe, Faw, and Zadoretzky of this community. This distorts the position of the Moyaone Association and may mislead the Congress regarding the status of lands in the area covered by the bill. For over 15 years the Moyaone community has consistently joined with other citizen and conservation groups in efforts to protect this small part of our Nation's natural heritage from destruction by oil tank farms, sewage plants and other industrial installations for which there is already a suitably zone area. It has not changed its position.

My letter of February 8 accurately reflects the expressed position of the Moyaone Association. The subsequent petition and related material which were presented to the signers and to the Congress omitted or distorted many relevant facts. The material is now being used as part of a well-organized campaign by big deverlopers and the Washington Suburban Sanitary Commission to locate a major sewage plant on Piscataway Bay, across from, and in view of, Mount Vernon, Fort Washington, and the Memorial Parkway. The financial support back of this campaign, and the pressures bieng brought to bear on individuals and small organizations standing in the way of the sewage plant, is well demonstrated by the Honorable Mr. Saylor in the Congressional Record of February 22, 1962. He showed that a private developer has offered a half-million dollars to get this sewage plant built on Piscataway Bay.

The Moyaone Association is a free association of residents and small landowners whose hard work for over 15 years has demonstrated that free enterprise can work to preserve the natural beauty and heritage of our country rather than to destroy it. The members have, on a voluntary, democratic, and nonprofit basis, secured and placed under scenic and use restrictions several miles of rolling timberland along the south shore of the Potomac River and Piscataway Bay opposite Mount Vernon.

At its last membership meeting on December 4, 1961, the Moyaone Association voted the following resolutions with no opposing votes:

"*Resolved*, That appropriate Members of the Congress of the United States and other appropriate officials be informed that the Moyaone Association remains strongly opposed to any steps that would interfere with the activation of Public Law 87–362 or with appropriation measures required for its implementation."

Two-thirds of the voting membership of the association voted for this resolution, the remaining members being absent or abstaining. At the same meeting, over three-quarters of the voting membership voted the following resolution:

"*Resolved*, That the Secretary of the Interior be urged to provide easements which are in keeping with the 5-acre homesite pattern of development that has been begun in the area, allow land to continue in its present use, usually agricultural or residential, and which restricts any cutting of trees that would materially change the wooded appearance and cover of the area; and that the president of the association appoint a committee of members from all sections of the Moyaone reserve to study more detailed easement recommendations; the committee to work with other organizations and interested individuals and to work up plans for land use in the area, and that the committee report to the membership and guests at a membership hearing prior to a membership meeting to act on easement recommendations developed."

Again there were no opposing votes. The remaining members being absent or abstaining. The vote on these resolutions followed several hours of discussion and legal testimony on the bill by Mr. Reed, a lawyer who is a resident of the community and an employee of the Navy Department, and Mr. Owens, a lawyer

brought to the meeting by Mr. Ballowe, who is a resident of the community and vice president of Volpe Construction Co.

As to my other point, the skillfully worded petition sent to you stated in its second sentence: "I do not plan, and have no intention whatsoever to donate my land to the Federal Government for use as a Federal park or any other use." Most landowners anywhere would support this statement, but it is of course wholly irrelevant to the situation, and consequently misleading. The petition was sent for signature to selected landowners in the Moyaone reserve with a covering letter which began: "FELLOW MOYAONE OWNERS: There is presently a move afoot to cause all of us to donate our land or lesser interests therein, in the form of valuable easements, to the Government for a Federal park * * *" There is, of course, no "move afoot" to cause any private owners of land in the Moyaone reserve to donate their land or valuable easements to the Federal Government for any use.

In connection with a statement, put at the end of the petition, " * * * I shall expect to be paid the full fair market value that the law allows for that of which I would be deprived", what the deprivation would be should be made clear. The land in the Moyaone reserve is now divided into tracts of 5 or more acres. Current contract or covenants forbid the further subdivision of the land into tracts of less than 5 acres and, in these areas most directly in view from Mount Vernon, generally restrict clearing of woods that would materially affect its open and wooded character. An easement committee, appointed under the second resolution quoted above, has been informed by the representative of the Secretary of Interior, Mr. Raymond Freeman, that easements containing the provisions of the present Moyaone reserve land use covenants would fully meet the purposes of the bill.

This point is particularly important. Paid opponents of the preservation bill, Public Law 87-362, are now using the petition material before committees of Congress. They do this to support claims that an additional major appropriation would be required to pay for the large loss of land value caused by visual easements in the Moyaone reserve. This is an effort to reduce the area covered by the bill and thus immediately open the way for a large sewage plant on Piscataway Bay.

In addition to more than 500 acres in the 2(b) area owned by foundations who have signified their willingness to donate land for appropriate preservation under Public Law 87-362, about two-thirds of the acreage in the 2(c) area is under the voluntary use restrictions of the Moyaone reserve. These present restrictions are generally consistent with the visual easements proposed to our committee by the Department of the Interior. The Moyaone Association has approximately 44 voting member families and there are also about 97 lot owners who have not yet built. While the association has not, and cannot, state to Congress or the Department of the Interior that the private landowners in the Moyaone reserve will donate anything to the Government, many owners have individually stated that they will voluntarily donate visual easements without monetary compensation. Others have indicated they will not. Many private owners of land outside the Moyaone reserve who are affected by the bill have not placed any voluntary restrictions on the division or use of their land, and may of course require larger payment.

On behalf of the Moyaone Association, I again earnestly request your support of the appropriation of $937,000 recommended by President Kennedy to implement Public Law 87-362. This will preserve this area and preserve the view and atmosphere of Mount Vernon and Fort Washington from a large and currently unneeded sewage plant. The local county government has no veto power over the plans, operations, and the power of eminent domain of the Washington Suburban Sanitary Commission. It was clearly demonstrated during the last days of Congress before the Christmas recess that this desecration can be stopped only by the Federal Government implementing Public Law 87-362. As Senator Anderson said in his Senate speech on February 22, 1962, "I am sure there are alternative sites where a sewage treatment plant can be erected, one capable of meeting the future needs of the area as well as the present."

We and those with whom we have worked—the Mount Vernon Ladies' Association, the Calvert Manor Citizens' Association, the National Wildlife Federation, The Citizens' Committee on Natural Resources, and other groups—can go no further with this matter of important public interest by free enterprise alone. We ask that the Congress and these groups again demonstrate here, how free enterprise and our Federal Government can work together, to mutual advantage, to preserve the natural beauty and heritage of our country.

Sincerely yours,

HAROLD RAVNER, *President.*

Mr. FINNEY. Thank you very much, Mr. Chairman. I appreciate this extra time. I thought these things should be illustrated.

Senator BYRD. Thank you very much. I think everybody has made a very good statement, both the proponents and opponents.

STATEMENT OF WILLIAM C. MOORE, OF ACCOKEEK, MD.

GENERAL STATEMENT

Mr. MOORE. I am a resident of this area and I would like to make some statement.

Senator BYRD. I hope this won't go on and on.

Mr. MOORE. This will be very brief.

Senator BYRD. Mr. Moore, you may proceed.

Mr. MOORE. My name is William C. Moore. I am a resident of Accokeek, this area, not in the Moyaone reservation. There is quite a lot of land beside that. It seemed to me that in the hearing this morning there has been a great deal of emphasis placed upon the esthetic and the beauty that is involved, particularly on the prospect from Mount Vernon.

ADEQUATE SANITARY FACILITIES

Over against that, there is another consideration which I think is more important to people; namely, their health and welfare. There are a great many people's lives who are involved in this. I am referring to the people living up the watershed now, that Mr. McLeod and Mr. Dyer pointed out, are now suffering hazards and peril with possibilities of epidemics because adequate sanitary facilities are not available, and they should be made available, and an excellent and capable commission stands ready to make it available. This seems to me is the overriding consideration in thinking of this whole problem.

I might also say that I can see no reason why the esthetic conditions cannot be served and the prospect from Mount Vernon and the general area be maintained, at the same time providing for the most effective, most economic sanitary facility possible, as outlined by competent engineering to you today.

In other words, there really is no opposition between the two. I think that any public official would be very ill advised to take a position contrary to the health and welfare of the people and specifically the people in the watershed area of the Piscataway Bay. This is my thought on the subject.

Senator BYRD. Thank you, Mr. Moore. You have made a very good statement.

WASHINGTON SUBURBAN SANITARY COMMISSION

(NOTE: Subsequent to the committee hearing the following communications from the chairman and the chief engineer, Washington Suburban Sanitary Commission were received:)

WASHINGTON SURBURBAN SANITARY COMMISSION,
Hyattsville, Md., March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Appropriations, Department of the Interior and Related Agencies, U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: I very much appreciate the opportunity to present this commission's views on the appropriation for the purchase of national park lands adjacent to the shore of the Potomac River opposite Mount Vernon. The Washington Suburban Sanitary Commission feels there is much merit to the preservation of not only the Maryland shore of the Potomac River but the Virginia side as well. However, I want the record to clearly show our objection to one aspect of this legislation.

For those who are not familiar with the local government agencies in the metropolitan area of Washington, I believe it would be desirable first to describe very briefly the responsibility and authority of the Washington Suburban Sanitary Commission. It is an agency created by the General Assembly of the State of Maryland in 1918 for the express purpose of providing water supply and sewage disposal facilities in the metropolitan area of Maryland adjacent to the Nation's Capital. The commission is a bicounty public agency operating under the laws established by the general assembly of the State. At the present time it has jurisdiction over the construction of all water supply and sewerage systems in Montgomery and Prince Georges Counties. It is immediately responsible for furnishing these services in a 475 square mile area. There are now over 600,000 persons residing in this area who are served by commission-operated facilities.

When the Senate committee held a hearing on the bill authorizing a national park opposite Mount Vernon, I appeared before the committee. At this hearing it was clearly understood by all present that the purpose of the bill was to preclude the construction of a sewage treatment plant anywhere in this part of Prince Georges County. It is to this aspect that I now take issue.

After thorough study of the needs for a sewage disposal system to serve the Piscataway and Broad Creek drainage basins in Prince Georges County and careful consideration of the alternatives for providing this important public service, the Washington Suburban Sanitary Commission resolved to proceed with development of this regional system and to locate the necessary sewage treatment facility on the southern shore of Piscataway Bay.

I would like to submit a copy of the commission's resolution for the record of this hearing.

From the outset of my presentation, I would like to point out that the commission determined, as you will note from the resolution, that it will not give any further consideration to Mockley Point as a location for a Piscataway treatment plant. The resolution further assures that the Washington Suburban Sanitary Commission "will not consider, nor finally select, any site which would adversely affect or otherwise detract from the Mount Vernon vista."

In fact, the commission is confining its consideration of sites off of the Potomac River shore and along the Piscataway Creek to the area east of Mockley Point. With the screening afforded by the existing trees none of the sites being considered are visible from Mount Vernon.

Enclosed is a report transmitted by the chairman of the Maryland-National Capital Park and Planning Commission prepared by his director of planning recommending the construction of a sewage treatment plant on the site proposed by the commission. This area was recently added to the regional district of the planning commission which has jurisdiction over planning and zoning. You may note also under the "Field inspection" that fieldglasses were used and no part of the site, other than treetops, could be seen from anywhere along the Virginia shore either from Mount Vernon or any of the overlooks along the Memorial Parkway.

Also enclosed is a copy of a letter from Dr. Perry F. Prather, commissioner of the Maryland Department of Health, in vigorous support of the commission's resolution and urging the construction of this plant with all possible dispatch.

Dr. Abel Wolman, professor emeritus of sanitary engineering and Dr. John C. Geyer, chairman, the Department of Sanitary Engineering and Water Resources, the Johns Hopkins University, international experts in public health, sanitary engineering and water resources, serving as consultants to the Washington Metropolitan Regional Sanitary Board, said in their recent report: "It is here recommended that the WSSC proceed with its plans to construct a treatment plant in the lower valley of Piscataway to serve the entire Piscataway, Swan and Henson Creek watersheds."

The commission has prepared engineering and cost data for a number of possible plant sites, and this information indicates that the most desirable location would be within the projected national park area off the Potomac River out of view of the Virginia shore. The commission feels that such a development with suitable landscaping could take place adjacent to the park reserve with complete compatibility.

As an example, I would like to call your attention to this commission's parkway sewage treatment plant, which was completed in 1959 and serves a large portion of the Patuxent River Basin in the Laurel area of Prince Georges County. This facility is so neatly landscaped and well fitted into the virgin forest left standing on the property that few, if any, of the thousands of motorists who daily use the Baltimore-Washington Parkway are aware that the plant exists immediately adjacent to this beautiful highway.

Mr. Thomas Wolfe, staff reporter, for the Washington Post reported in the January 31, 1962, issue, "No smell or unsightly functional architecture will intrude upon Mount Vernon, Secretary of the Interior Stewart L. Udall said yesterday, negotiations have begun to turn the entire Maryland shoreline that is visible across the Potomac from Mount Vernon into a national park." The sanitary commission does not agree that this is necessary.

It should be of interest to the committee to note that there are two existing sewage treatment plants in Virginia considerably closer to Mount Vernon than any which would be constructed by this commission. One of these is located on the Little Hunting Creek 1¼ miles north of Mount Vernon and the other on Dogue Creek 2¼ miles west of Mount Vernon. Since we have not heard of any odor problems from these nearby plants, which if they existed certainly would be carried by the prevailing winds to Mount Vernon, one hardly could expect a problem with a site more than 3 miles away located downwind.

In view of the anticipated growth of the Broad Creek and Piscataway Basins to a total population of 300,000 by the year 2000, in accordance with projections of the National Capital Regional Planning Council, a regional sewage disposal facility to serve this area must be built without further delay. Since present concepts of waste disposal do not permit consideration of the discharge of raw sewage into the water courses of the Washington metropolitan area, regional disposal, with necessary treatment facilities, is the only answer to the present and long-range needs of this area of Prince Georges County.

This commission has no regional sewerage facilities in these drainage basins; and, if such facilities are not provided, the expected pattern of growth would require the construction of many privately owned small treatment plants, discharging effluent into Piscataway Creek, Broad Creek, and their tributaries. Since the capacity of these streams to assimilate sewage is limited, they soon would become polluted with organic residue from the treated effluent to such an extent that they would become unsightly, odorous, and a potentially serious health hazard. This would create exactly the problem which the Congress is attempting to eliminate through its national pollution control legislation.

The commission has considered a number of suggested solutions to the problem of providing regional facilities for this 100 square mile area. These have included—

(1) The pumping of sewage to the Blue Plains plant in the District of Columbia. As pointed out by Dr. Abel Wolman and Dr. John Geyer in the draft of their study for the Metropolitan Washington Area Regional Sanitary Board, this solution is expensive and there is no merit to pumping the sewage upstream to Blue Plains for discharge into an already heavily loaded river in the center of the metropolitan area.

(2) Construction of a joint project with Charles County at the mouth of Pomonkey Creek in the vicinity of Indian Head, Md. This is the much-touted Mattawoman Creek alternative. Charles County officials have informed us of their decision not to participate in a joint project at this time, or in the near future.

Estimates show that it would cost the WSSC (and, of course, ultimately the taxpayers of the bicounty Washington Suburban Sanitary District) about $6 million more to serve the anticipated population by a Charles County plant, rather than by a facility located on the southern shore of Piscataway Bay. Such an additional expense would not provide service for any additional area of Prince Georges County.

Most of the residents of Prince Georges and Montgomery Counties in Maryland are familiar with the public health hazards of widespread residential development with individual septic tank systems or small treatment facilities. Camp Springs and Clinton, which lie in the upper reaches of the Piscataway Basin cannot expect relief from serious septic tank problems until regional facilities are built. The other thousands of homeowners who live, or will live, in these drainage basins also deserve service from a reliable, permanent, regional system.

The Washington Suburban Sanitary Commission is one of the national pioneers in the field of regional sewage disposal planning and development. Through its efforts, pollution has been eliminated from such streams passing into the National Capital as Rock Creek.

The southern shore of the Piscataway Bay is a logical place—economically, operationally, and aesthetically—for the location of a sewage disposal facility. I therefore request, in recognition of the evidence presented, that this committee limit any appropriation it may recommend for the purchase of national park land across the river from Mount Vernon to exclude the purchase of any land along the south shore of the Piscataway Creek east of Mockley Point, or in the alternative specifically provide that the Commission may construct a sewage treatment facility within the proposed park area east of Mockley Point.

Respectfully submitted.

BLAIR H. SMITH, *Chairman.*

Whereas this Commission recognizes the public needs of the present population in the Broad Creek and Piscataway Creek drainage basins; and

Whereas that area is expected to grow to a population of approximately 300,000 persons by the year 2000; and

Whereas present concepts do not permit the consideration of the discharge of raw sewage into the water courses of the metropolitan area; and

Whereas after thorough study, the Commission's engineering department has supplied the Commission with engineering and cost data regarding the several alternatives which have been suggested as solutions to providing sewage disposal facilities in these basins; and

Whereas neither a joint regional sewage project with Charles County nor pumping of sewage back to the Blue Plains treatment plant is a feasible solution to providing sewage-disposal service in those drainage basins, and the Commission believes that public needs in that area can be met only by the construction and operation of regional disposal facilities, including a treatment plant; and

Whereas the Commission has decided to refrain from further consideration of a site on Mockley Point for a treatment plant; and

Whereas after full consideration the Commission believes that a treatment plant can be located on another site on the southern shore of the Piscataway Bay which will achieve the desired objective of meeting public needs while at the same time not occasioning any adverse effect on Mount Vernon: Now, therefore, be it

Resolved, That the Commission finds and determines that a sewage-disposal facility to serve the aforesaid major drainage basins must be built on the southern shore of Piscataway Bay; and be it further

Resolved, That on the basis of engineering and cost data available, the Commission's legal staff be, and it is hereby, authorized and directed to seek options for the acquisition of appropriate sites, suitable for the location of a regional sewage-disposal facility on the southern shore of Piscataway Bay: and be it further

Resolved, That the Commission's engineering department be, and it is hereby, directed to prepare additional engineering and cost data, engaging engineering consultants as may be necessary for such purpose, upon which the Commission may make a determination of plant layout and sewage system location with respect to sites: and be it further

Resolved, That the Commission will not consider nor finally select any site which would adversely affect or otherwise detract from the Mount Vernon vista.

Adopted by the Washington Suburban Sanitary Commission at its regular meeting on December 14, 1961.

80391—62——64

THE MARYLAND-NATIONAL CAPITAL PARK
AND PLANNING COMMISSION,
Riverdale, Md., August 10, 1961.

Subject: Project No. 44—1960 (Piscataway) proposed 5-year sewerage program, Washington Suburban Sanitary Commission.

Mr. BLAIR H. SMITH,
Chairman, Washington Suburban Sanitary Commission,
Hyattsville, Md.

DEAR MR. SMITH: Thank you very much for your letters of June 15 and 28, requesting this Commission's views and recommendations concerning your Commission's proposal to establish a sewage-treatment plant to serve the Piscataway Creek watershed.

This matter was given extended consideration by the members of the Commission at its regular meeting yesterday. The Commission approved the memorandum of our Director of Planning as generally stating its views respecting this proposal.

Ten copies of the memorandum, together with an identity map and a brochure, are enclosed herewith for your information.

When your Commission has made its final determination on the location of the facility, we shall appreciate the opportunity to give you our recommendation on the proposed site development plans, as required by section 67 of chapter 780, laws of Maryland, 1959.

We trust that the suggestion contained in the memorandum will be of assistance to your Commission in its deliberations.

Very truly yours,

HERBERT W. WELLS, *Chairman.*

THE MARYLAND-NATIONAL CAPITAL PARK
AND PLANNING COMMISSION,
August 2, 1961.

Memorandum to: Commission.
From: Director of Planning.
Re: Sites for sewage-treatment plants—Piscataway Bay area.

Communications under the dates of June 15 and 28, 1961, have been received from Blair Smith, Chairman of the WSSC requesting the Commission's views and recommendations upon a proposal to establish a sewage-treatment plant in the Piscataway Bay area to serve, generally, the Piscataway Creek watershed.

Description of sites

Two sites are under consideration by WSSC—Site A, otherwise known as Mockley Point, and presently owned by Mr. Claggett, and Site B which is owned in part by Robert W. Smith and in part by the Accokeek Foundation. Both sites are located on the Maryland side of the Potomac River, south side of Piscataway Bay, and contain approximately 100 acres in area. Both sites are reasonably level and have elevations varying from sea level to about 40 feet above. Each site contains some cultivated land and some woodland, although site B contains a considerably greater amount of wooded areas.

Need for sewage-disposal facilities

The Piscataway Creek watershed contains 67 square miles, and its population at present is 16,700. Most of the existing population is located in the upper reaches of the Piscataway and its tributaries, Tinkers Creek and Butler Branch. It is my impression that many of these residents are having problems with their septic tanks. It is projected that by 1980 the watershed will have a population between 40,000 and 50,000. The most intensive plan under consideration would contemplate a population of 150,000 by the year 2000. At the present time the greatest concentration of population in the lower reaches is in Fort Washington Forest, already serviced by a treatment plant. Development is underway in Fort Washington Estates, but these are subdivisions on relatively small lots. Calvert Manor and the Moyaone Reserve are residential areas in the watershed; however, these are low-density subdivisions, and of themselves would not at this time have to be served with public sewage-disposal facilities.

Alternate proposals

It is possible that at some future date a sewage-disposal plant serving this and a larger area could be located in Charles County, approximately at the mouth of the Mattawoman Creek where it discharges into the Potomac River.

We have been advised that inquiries and studies of this have been undertaken between the Sanitary Commission and Charles County officials. However, at the moment, the area lies beyond the Sanitary Commission's boundaries, and Charles County officials are not prepared to undertake even a relatively small part of the financial outlay needed to establish such an installation. It is anticipated that the study being completed now for the Regional Sanitary Board will touch on this problem. A sewage treatment plant has already been authorized to serve the Fort Washington Estates area on the north side of Piscataway Bay. Construction is being held up pending a decision by the Sanitary Commission to erect a disposal plant on either site "A" or site "B." A small sewage disposal plant already exists to serve the Fort Washington Forest area, but it is uneconomical to expand this facility at this point.

Historical aspect

A public hearing was held by the Sanitary Commission on January 13, 1961, in the Court House at Upper Marlboro on the location of a disposal plant to serve this area. The hearing, on the whole, developed considerable opposition to the Mockley Point site. Opponents pointed out that it would be extremely conspicuous, by reason of its prominent location jutting out into the Potomac River and therefore would intrude on the vista from Mount Vernon and from the many overlook points along the Mount Vernon Memorial Parkway. Both Governor Almond of Virginia and Governor Tawes of Maryland urged that careful consideration be given in exploring alternate sites to protect the view from the historical Mount Vernon area.

Nature of facilities plan

In conferences with the Sanitary Commission engineers we have been advised that the type of facility has not yet been determined other than we were assured that the activated sludge type of plant will not be used. Either a trickling filter plant not higher than two stories, or a lagoon is under study. The effluent from a plant located at either site would be taken by means of underwater pipes out to the main channel of the Potomac River, downstream of Mockley Point so that there would be greater dilution, avoiding a back current of effluent in Piscataway Bay itself.

Field inspection

Field inspections were made of both these sites by the technical staff of this Commission on Thursday, July 13, 1961. The inspection included an examination of the terrain, forest cover and environment of both sites "A" and "B" together with viewing from other vantage points. There is no doubt that a plant erected on either site would be clearly visible from the Fort Washington Estate areas which is quite high and directly across Piscataway Bay. The Mockley Point site can be clearly seen from the lawns and the veranda of Mount Vernon and from several overlook parking areas along the Memorial Parkway.

Site "B," because of the intervening woods, is completely obscured from any view from Mount Vernon or from any of the overlook points along the Memorial Parkway. Field glasses were used, together with a compass for orientation, and no part of site "B," other than treetops, could be seen from the Virginia shore of the river.

Planning controls

Nearly all of the Piscataway watershed is now within the Metropolitan Washington Regional District. However, we believe the zoning controls of the present Prince George's zoning ordinance are not adequate to maintain a rural character. Half-acre lot zoning is the lowest residential density classification, and even this may be further reduced to one-fourth acre if a public water supply is available. We do not believe that a proper zoning plan can be developed for the area unless and until an estate and a farm zone requiring 2- and 5-acre lot sizes are available.

Comments

We are convinced that a sewerage system is needed for the upper reaches an this lower area now developed or committed to development for the smaller lot size, 10,000 square feet, and we are mindful that no location could ever be selected for a disposal plant that would be considered good by the next door neighbor. We also think that the matter of providing a disposal facility should not be caught up in the whirly-gig of building a sewage disposal plant to provide relief for the existing population, and then the next day to try to justify intensification of zoning on the basis that more users are required to pay for the plant just built.

The long-range needs of the county will be better met by a plant located at Mattawoman Creek in Charles County. It is assumed that the sewerage study nearing completion for the Washington metropolitan area will confirm this belief. However, since this is not likely to come into existence soon enough to fill the immediate needs of the county, an interim solution consistent with the metrowide study should be reached. The lagoon treatment method appears to be the answer to any interim solution to the problem. Essentially, they are odor free, require no operators and little maintenance, and can be economically enlarged by stages to accommodate increasing loads. Such a facility will be more conducive to abandonment than a conventional structure once the Charles County plan is realized.

Staff recommendations

(1) That the Mockley Point site (A) be given no further consideration whatsoever as a location for sewage disposal facilities. The site is so conspicuous that it would seriously infringe on the historical and aesthetic aspects of the area. The existing trees are insufficient to form any but the poorest screen.

(2) Either of following two proposals:

(*a*) That site B is satisfactory provided that not less than 100 acres be selected and a belt of land not less than 250 feet deep surround the tract affording a screen by the existing trees supplemented by additional planting of evergreens or deciduous trees to afford maximum screening.

(*b*) That lagoons be located on Tinkers Creek near Waterloo Run and on the Piscataway near Butler Branch. This could provide sewerage service through appropriate trunk sewers in the Jenkins Corner, Clinton, and Andrews Air Base areas where the need is largest and most immediate. This would assume the continued satisfactory operation of the small plant serving Fort Washington Forest and the construction and satisfactory operation of small plants for Fort Washington Estates and Swann Creek, both to be built by private developers. Lagoons could be relocated downstream by progressive steps as the need develops. Such a procedure would provide the time necessary for the satisfactory completion of the Charles County proposal.

(3) That it would be our preference that the lagoon system be used rather than a disposal plant, with the thought that when a larger plant if ultimately located in Charles County, these sites could be abandoned as disposal plants and the lands be used for park and recreational purposes.

We would also recommend that if a lagoon is built on site B, the design be such as to avoid regular shapes such as a square or rectangle with harsh manmade straight lines and right angles, but instead the lagoon have a smoothly curved contour, irregular but not jagged in its shape so that it could more easily blend with surrounding landscapes. If this is done, in our opinion, the lagoon will appear even from the Fort Washington Estates and Fort Washington Memorial Park, merely as a small lake on the opposite shore. We have been assured by the engineers of the Sanitary Commission that neither the disposal plant nor the lagoon will give off offensive odors even in the sheltered cove of Piscataway Bay. On this matter we profess no competence ourselves.

Attachments

Attached to this report is a brochure distributed at Mount Vernon by the Citizens Committee on Natural Resources. We agree with the sentiments of the brochure insofar as they are directed toward the Mockley Point site, but do not feel they are correct if applied to site B.

Also attached is the Mount Vernon quadrangle sheet as mapped and published by the U.S. Geological Survey, on which is shown the location of the two sites and the various points which have been described in the preceding report.

STATE OF MARYLAND, DEPARTMENT OF HEALTH,
Baltimore, Md., January 5, 1962.

Mr. BLAIR H. SMITH,
Chairman, Washington Suburban Sanitary Commission,
Hyattsville, Md.

DEAR MR. SMITH: The resolution of your Commission dated December 14, 1961, having to do with meeting sewerage needs of the Broad Creek and Piscataway Creek drainage basins has been carefully reviewed. We regard it as seeking to meet, in every respect, long recognized sewerage objectives in this area

of Prince George's County. Existing as well as future needs have been discussed on many occasions by staff members of our Bureau of Environmental Hygiene and our Prince George's County Health Department with members of your own engineering staff.

Adequate and effective public sewerage services in these drainage basins is a necessity for safeguarding the health and comfort of the people, assuring proper development of residential communities, and protecting the water resources of this part of our State.

I therefore desire to assure you of our affirmation of the spirit and intent of your resolution and to urge you to proceed with all dispatch in initiating construction of the proposed sewage works. You may count upon our rigorous support in this endeavor.

Cordially yours,

PERRY F. PRATHER, M.D., *Commissioner.*

WASHINGTON SUBURBAN SANITARY COMMISSION,
Hyattsville, Md., March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Appropriations, Department of the Interior and Related Agencies, U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: I again want to thank you for giving me the opportunity to appear before your committee on March 9 to present this commission's views in opposition to the appropriation for the purchase of national park lands in Maryland adjacent to the shores of the Potomac River opposite Mount Vernon. Because of the short notice we had of the hearing we were unable to prepare our statement properly and it is my understanding that we would be permitted to submit our statement with attachments for the record.

At the hearing one of the witnesses testified that the consultants to the Washington Metropolitan Regional Sanitary Board advocated building a sewage treatment plant on Piscataway Bay as a temporary measure and then later building a permanent plant at a different site. This, of course, is not true and to clarify the matter I am enclosing a copy of a letter dated February 8, 1962, from Dr. John C. Geyer, one of the consultants, which clearly explains their recommendation as to the location of the sewage disposal facility. It would be appreciated if this could be made a part of the record relative to this matter.

Very truly yours,

ROBERT J. MCLEOD, *Chief Engineer.*

THE JOHNS HOPKINS UNIVERSITY,
DEPARTMENT OF SANITARY ENGINEERING AND WATER RESOURCES,
Baltimore, Md., February 8, 1962.

Mr. ROBERT J. MCLEOD,
Chief Engineer, Washington Suburban Sanitary Commission,
Hyattsville, Md.

DEAR MR. MCLEOD: Relative to our report on sanitary sewers and waste water disposal in the Washington metropolitan region, we understand that our recommendation regarding a sewage disposal plant which will serve the Piscataway, Swan, and Henson Creek watersheds has been interpreted as a recommendation not to build a plant in the lower valley of Piscataway Creek.

The first sentence of the last paragraph on page 91 of the draft copy of the report reads, "It is here recommended that the WSSC proceed with its plans to construct a treatment plant in the lower valley of Piscataway to serve the entire Piscataway, Swan, and Henson Creek watersheds."

This recommendation seems clear to us. It means we think a plant must be built now in the lower valley of Piscataway Creek.

The second sentence of the same paragraph is the one which seems to be unclear. It reads: "This plant should be designed for the growth expected in the next 10 or 15 years, with a view to its possible abandonment at the end of that time, if, as a result of further study and negotiation, it is then decided to extend the outfall down to a jointly owned and operated plant in Charles County."

In order to clarify our meaning the following statements are submitted:

(1) There are now no visible sources of funds which would pay the cost of extending the outfall down to Charles County.

(2) Charles County is not now interested in sharing any of such cost.

(3) The statement that the plant in the lower Piscataway Valley should be designed to serve for 10 or 15 years is intended to mean that the plant should have a design capacity adequate for the population expected to be served 10 or 15 years hence. It is our recommendation that the plant be at least this large. At the rate the Washington metropolitan region is growing, plant capacities are sometimes exceeded in much shorter periods after their construction.

(4) The balance of the sentence was intended to express our feeling that opportunities for future change in facilities should, to the extent practicable, be kept open. If, in the area, a population develops which can provide the financial basis for support of a different plan, and if the people then wish to follow some different plan, actions taken today should not be such that future changes would be unnecessarily expensive. It is not our intent to recommend either for or against future change in plans for the area. Ten or fifteen years from now the situation in the area is sure to be different than it is at present. We recommend only that the way be left open to meet the changing situation with any new or different measures that may become desirable in the future.

Very truly yours,

JOHN C. GEYER.

SUPPORT FOR LAND ACQUISION

Senators Morse, Douglas and Humphrey have addressed the committee in support of the appropriation authorized by Public Law 87–362. Their letters will be printed at this point in the record.

(The letters referred to follow:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
New Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: Last year, a sewage treatment plant was proposed directly across the river from Mount Vernon. The Congress, within 2 months, passed Senate Joint Resolution 97 and House Joint Resolution 459, which the President signed into Public Law 87–362 on October 4, 1961. This act provided for Federal acquisition of 1,186 acres for park and preservation purposes. Since 505 acres are to be donated to the Government, and many scenic easements will be given without cash, the appropriation authorized was $937,000.

The administration supported this legislation throughout, and the respective chairmen of the Interior and Insular Affairs Committees of both Houses, in addition to the ranking Republican member of the same committee in the House, introduced the legislation. The Maryland and Virginia delegations supported the authorization bill and now support the budget request. The Virginia Assembly felt so strongly in regard to this matter, they passed a resolution in support of the appropriation. Practically every national conservation organization supported the authorization and are supporting the appropriation. In addition, the Mount Vernon Ladies' Association have labored long and hard to protect this area for the country. The Federation of Women's Clubs, State and National garden clubs, and historical societies are in strong support of this appropriation.

The Prince Georges County commissioners would prefer this plant be located elsewhere, as does the Maryland National Capital Park and Planning Commission. Many sanitary engineers have suggested other alternative sites already in industrially zoned areas.

It appears to me that the request for funds by the President is certainly warranted. It is also in keeping with the general philosophy of the administration's policy of protecting open spaces and preserving monuments from commercial intrusion. I hope the committee will grant the President's request for the $937,000 to implement Public Law 87–362.

Sincerely,

HUBERT H. HUMPHREY.

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
March 8, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: I should like to strongly support the President's budget request for $937,000 to implement Public Law 87–362. This amount would insure the acquisition of land and easements of approximately 1,186 acres in Prince Georges and Charles County, along the Maryland shores of the Potomac directly opposite Mount Vernon, Va. Once acquired, these lands would be administered by the National Parks Service. You are no doubt aware that one of the prime purposes for the authorizing legislation was to preserve the scenic area within the environs of Mount Vernon.

As I recall, the legislation had strong support and passed both Houses without dissent. The measure was introduced by the distinguished chairman of the Senate Interior and Insular Affairs Committee, Mr. Anderson, by the chairman of the House Interior and Insular Affairs Committee, Mr. Aspinall, and by the ranking minority member of the House Interior and Insular Affairs Committee, Mr. Saylor. The Congress acted with such dispatch in this matter because of the announced intent of the Washington Suburban Sanitary Commission to construct a sewage treatment plant at Mockley Point, directly across the Potomac from Mount Vernon, and directly in the overview of Fort Washington. No opposition witness requested an opportunity to be heard before the House committee, and only the Washington Suburban Sanitary Commission, real estate developers, and a minority of local landowners indicated any opposition to Federal acquisition.

After the passage of Public Law 87–362, the Washington Suburban Sanitary Commission suggested a change in the location of the sewage treatment plant, but the new location would still be within the authorized boundaries of the proposed national park. Those opposing the appropriations for the park, urge that conditions in the area require immediate sewage disposals facilities. And they also say that the construction of such a plant at a site more distant from Mount Vernon could be adequately camouflaged, and in no way would impair the scenic resources of Mount Vernon.

These arguments have been evaluated and rejected by a large number of individuals and organizations. Seldom has such support for a park been as overwhelming as in this instance. The local government, represented by the Prince Georges County Commissioners, the Maryland National Capital Park and Planning Commission, the State congressional delegations of Maryland and Virginia, the local civic associations, the national conservation organizations, historical societies, Federation of Women's Clubs, State and National garden club organizations, and individuals too numerous to mention, have all strongly supported the authorization measure and are now supporting the President's request for funds to effect this authorization.

It is their contention that despite the proposed new location of the plant, it could be seen from Mount Vernon. Camouflaging cannot be effective for a plant of this size. A small sewage treatment plant might be hidden, but this would not apply to this site. They further contend that this is primarily motivated by real estate developers in the area who have two large tracts on which they propose high density development. In order to deliver a clear title to this property, adequate sewage disposal facilities must be present. At one time, these real estate groups had requested and received a license to build a sewage treatment plant on their own property. It appeared to be the better part of wisdom from their standpoint to take the sewage from their own planned high density development and dump it on a low density development, or within the proposed park.

In view of the obvious merit of the arguments in behalf of the park, the almost unanimous action of the Congress, the strong support by the administration, and the overwhelming support of local and national governments and organizations, it would appear that the President's request for $937,000 is warranted.

With best wishes.

Faithfully yours,

PAUL H. DOUGLAS.

U.S. SENATE,
COMMITTEE ON FOREIGN RELATIONS,
March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR CARL: It gives me a great deal of pleasure to advise you of my strong support of the President's request for $937,000 to implement Public Law 87-362, relating to the preservation of certain lands in Maryland across the Potomac from Mount Vernon.

Monuments and open spaces are fast disappearing, so I was encouraged to note that the conservation message of the President was explicit in supporting their preservation. As a member of the Senate District of Columbia Committee, I am aware that the problem of the Metropolitan Washington area in regard to the proper preservation of our monuments and our recreational resources is a serious one.

The controversy regarding Public Law 87-362 appears to have been prompted by the statement of the Washington Suburban Sanitary Commission, a quasi-public agency with rights of eminent domain, relative to the building of a sewage treatment plant on Mockley Point, which is in the overview of Fort Washington, and directly opposite the veranda of Mount Vernon.

I am informed that the two major developments called Tantalon and Fort Washington Estates are across the Piscataway Creek. These developments represent high density residential areas, while the development directly opposite Mount Vernon has been protected in the past by private protective covenants of low density developments. Also, private foundations have purchased other lands for the purpose of protecting the view from Mount Vernon.

A number of organizations and individuals have indicated that even though the Washington Suburban Sanitary Commission has modified its original plan by moving the proposed site of the sewage treatment plant from Mockley Point to a point more distant from Mount Vernon, the new proposal would still be within the boundaries of the park authorized by Public Law 87-362.

There has been a great deal of controversy as to whether the park contains too great an area and whether the new site of the sewage treatment plant can be seen from Mount Vernon. According to the Department of the Interior, any place within the park boundaries can be seen from Mount Vernon, and this can also be judged by standing on an part of the proposed park, wherein one can clearly see Mount Vernon. Some also contend that the new sewage plant is too far away and therefore cannot be seen. However, on the spot evidence and information emanating from the Interior Department indicate further that the boundaries of the proposed park were established in order to prevent the impairment of the scenic view from Mount Vernon, and that had they thought that a lesser area would have been able to meet this objective, they would have reduced their taking area.

The argument that the sewage treatment plant will not be seen from Mount Vernon, also implies that camouflaging, similar to the plant along the Baltimore-Washington Parkway, would accomplish this purpose. The Washington Suburban Sanitary Commission has yet to indicate the total size of the sewage treatment plant. From earlier indications it would appear that the plant proposed opposite Mount Vernon would exceed, greatly, similar plants where this camouflage has taken place. There seems to be no evidence that the Washington Suburban Sanitary Commission can place the entirety of their operations underground.

The location of the sewage treatment plant in this particular area poses several questions. These developments often snowball as to commercial activities. In a planned high density development a sewage plant is necessary to give effect to the plan, but once this gets underway the problem of paying for such a treatment plant requires further development. Such development would ultimately affect adversely the area opposite Mount Vernon.

The additional problem in this instance is that one of the developers of the estates who is pressing for the sewage treatment plant, did have a license to build a sewage treatment plant on his own land, but later determined that it was better suited for a marina, provided he was able to dump the sewage from his own land onto areas of low residential development. There is some evidence that the developers were so interested that they were willing to absorb some of the costs of building the sewage treatment plant in an area away from their own lands.

There is a considerable amount of evidence that a sewage treatment plant of large proportions and of more efficient size in keeping with the recommendations

of the Anti-Pollution Act, embracing both Charles and Prince Georges County, could perhaps better meet this need for a growing area, and would be able to accomplish this purpose in an industrially zoned area. The area at the present can very well wait a period of time in order to get a better location and a well designed plant. Apparently, the developers feel they cannot wait. They are anxious to deliver clear title with sewage provisos thereto, and are anxious to have this done immediately. The condition of the area, however, can wait. It seems dubious that we should sacrifice this scenic area for the expedient requirements of the developers.

I have been impressed by the number of individuals and groups who have supported this legislation. Private foundations are willing to donate half of the land to the Federal Government for purposes of a park. Many individuals residing in this area have indicated that they are willing to grant easements to the Federal Government. Practically all of the national conservation organizations have supported the creation of this park. The Mount Vernon Ladies Association strongly supports the park.

The Washington Suburban Sanitary Commission, some real estate developers, and a minority of some property owners, have been for the sewage treatment plant and against the park, but by overwhelming numbers, the large local and civic organizations have given the park strong support. Local governments have supported the creation of a park and have not supported the sewage treatment plant. I am informed that the Prince Georges County Commissioners in the State of Maryland, the Governor, the Legislature of the State of Virginia, the Maryland National Park and Capital Planning Commission, and both the Maryland and Virginia congressional delegations have all indicated that the location of a sewage treatment plant within park environs would not be in the best interest of the community.

The national interest in support of this area has been aroused since the distinguished chairman of the Senate Interior Committee introduced legislation that passed the Senate without dissent. A bill introduced by the able chairman of the House Interior and Insular Affairs Committee, Mr. Aspinall, practically identical to the Senate bill, passed the House without dissent. The President, in signing the bill, requested in his budget message funds to implement this important public law.

The argument that this problem should be solved by local groups appears to be without merit, since local citizens associations have attempted precisely this solution for a period of the last 15 years.

In all probability local groups would have continued their efforts to resolve the problem at the local level, but the situation changed when the Washington Suburban Sanitary Commission entered the picture. The Commission has broad powers of eminent domain, and cannot be restrained by either local or State groups. The good faith of the individuals within the area, the donations of private foundations, and the efforts of the local groups to effect zoning protection, seem to demonstrate the necessity for their concern, and to demonstrate also the need for Public Law 87–362, and its proper implementation by granting the President's budget request. Certainly the need to protect Mount Vernon is of national importance and requires national action.

With best personal regards,

Sincerely,

WAYNE MORSE.

TELEGRAM

Senator BYRD. A telegram received from Mr. Roger Faw will be inserted in the record.

(The telegram referred to follows:)

WASHINGTON, D.C., *March 9, 1962.*

SENATOR CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.:

Re P.L. 87–362 re your hearing today 10 a.m. on appropriations for subject law request this telegram be read into the record in opposition. I represent 61 of 100 property owners in affected area who are on record with a petition opposing easements of any nature. Interior Department only interested in enactment of

subject law for selfish interests of developing massive national park costing millions of dollars to construct plus thousands of dollars to maintain. Mere acquisition of land will also cost millions. Original legislation for this law rushed through Congress and passed in haste. Request you refuse appropriation until exhaustive studies have been made.

ROGER FAW, *Chairman.*

ORANGEBURG, S.C., FISH HATCHERY

Senator BYRD. Senator Johnston and Senator Thurmond have written to the subcommittee urging appropriation of $141,000 in the 1963 budget to complete necessary construction at the Orangeburg, S.C., fish hatchery. I will include their letters in the record.

(The letters referred to follow:)

U.S. SENATE,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
March 5, 1962.

Senator CARL HAYDEN,
Chairman, Internal Appropriations Subcommittee,
U.S. Senate, Washington, D.C.

DEAR CARL: The Department of Interior 3 years ago stated that $341,000 would be needed in order to complete the facility operation at the Orangeburg, S.C. fish hatchery.

A total of $200,000 has been appropriated thus far but the additional amount is needed just as quickly as possible. I respectfully request that this $141,000 allocation be included in the current legislation.

With kind regards, I am

Sincerely,

OLIN D. JOHNSTON.

U.S. SENATE,
COMMITTEE ON COMMERCE,
March 5, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Interior Appropriations Subcommittee,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: It has come to my attention that an appropriation of $141,000, which is urgently needed to complete work on the Orangeburg, S.C. fish hatchery, is not included in the budget estimates in this year's Interior Department appropriations bill. Appropriations for this project have been made in years past, and it is necessary that this further amount be included so that this project can be pursued to a successful conclusion.

In order to assure that the funds previously appropriated for this project shall not have been wasted, I urge your consideration of this further appropriation of $141,000.

With kindest personal regards,

Sincerely,

STROM THURMOND.

COMMITTEE RECESS

Senator BYRD. On Monday, at 10 o'clock, the Forest Service will present its statements in behalf of the budget request for that agency. So the committee will now stand in recess until 10 o'clock Monday morning. Thank you, ladies and gentlemen, for coming.

(Whereupon at 12:45 p.m., Friday, March 9, 1962, the hearing was recessed to be reconvened at 10 a.m., Monday, March 12, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

MONDAY, MARCH 12, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met, at 10 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. Carl Hayden, chairman, presiding.

Present: Chairman Hayden, Senators Bible, Byrd, Young, Mundt, and Dworshak.

Also present: Senators Proxmire and Hart.

DEPARTMENT OF AGRICULTURE

FOREST SERVICE

STATEMENTS OF DR. FRANK J. WELCH, ASSISTANT SECRETARY OF AGRICULTURE; RICHARD E. McARDLE, CHIEF, FOREST SERVICE; CLARE HENDEE, ASSISTANT CHIEF; EDWARD P. CLIFF, ASSISTANT CHIEF; W. S. SWINGLER, ASSISTANT CHIEF; V. L. HARPER, ASSISTANT CHIEF; A. W. GREELEY, ASSISTANT CHIEF; G. M. JEMISON, DEPUTY ASSISTANT CHIEF; G. S. JAMES, DEPUTY ASSISTANT CHIEF; B. H. PAYNE, DEPUTY ASSISTANT CHIEF; M. W. CLUFF, ASSISTANT BUDGET OFFICER, FOREST SERVICE; AND CHARLES L. GRANT, DIRECTOR OF FINANCE AND BUDGET OFFICER, DEPARTMENT OF AGRICULTURE

TRIBUTE TO MR. MCARDLE

Chairman HAYDEN. We will first hear from the Forest Service.

Before we take testimony today, I would like to make a short statement.

Last Friday I learned of the retirement of Dr. Richard E. McArdle as Chief of the Forest Service, effective March 17, after 39 years of service. We are going to miss his leadership which for the last 10 years has been truly outstanding; but I know of no one in Government service today who can retire with a finer record of public service. Before and since Arizona reached statehood, I have known every Chief of the Forest Service; all of them fine men with fine records. But I believe the years that Chief McArdle has served as head of the Forest Service are an unequaled record of distinction.

During his 10 years as Chief of the Forest Service, outstanding progress has been made in the management of the national forests. For example, today we are going to hear requests for appropriations within the framework of the development program for the national forests, a far-reaching plan to make these public properties meet the increasing needs of the American people. Under his leadership the forestry research program in the United States has been significantly expanded. He has encouraged a high degree of cooperation with State and private forestry organizations, winning their respect and support for a greater conservation effort in this country.

He has won so many honors for himself, his agency, and his profession of forestry that I cannot list them all. But among the principal ones are his leadership as president of the Fifth World Forestry Congress held in the fall of 1960, the largest international conference of its kind ever held. He has received a number of honorary degrees from universities, in addition to the Distinguished Service Award from the Department of Agriculture and the President's Gold Medal Award for distinguished Federal service.

Chief McArdle, it has been a distinct pleasure to work with you over the years, and I am sure that I express the unanimous feeling of this committee in extending our congratulations on your retirement and our best wishes for your future.

BIOGRAPHY OF MR. CLIFF

It is deeply satisfying to know that Mr. Edward P. Cliff, formerly Assistant Chief for national forest administration, is going to take over over as the new Chief of the Forest Service. He brings with him a distinguished record of 32 years of service and is well known to all of us on this committee. His previous assignment as Assistant Chief in providing leadership in the management of the national forest resources well fits him for the work ahead. I believe that it is appropriate to place in the record here a short biography taken from the press release announcing his appointment.

My congratulations to you, Mr. Cliff.

(The biography referred to follows:)

Mr. Edward P. Cliff, new Chief of the Forest Service, is a career professional forester with 32 years of service with the organization. A native of Heber City, Utah, he graduated from the College of Forestry, Utah State University, in 1931 with a B.S. degree in forestry. Entering the Forest Service that year as range examiner on the Wenatchee National Forest in the State of Washington, he progressed through various assignments to supervisor of the Siskiyou National Forest at Grants Pass, Oreg.; the Fremont National Forest at Lakeview, Oreg.; Assistant Director of Range Management in the Washington, D.C., headquarters; and Asssitant Regional Forester in charge of Range and Wildlife Management in the intermountain region at Ogden, Utah.

In 1950 Mr. Cliff was appointed regional forester of the Rocky Mountain region of the Forest Service at Denver, Colo., where he served ably in achieving better relationships between western stockmen and the Forest Service in the use of grazing allotments on the national forests. In 1952, he returned to Washington, D.C., as Assistant Chief of the Forest Service in charge of National Forest Resource Management. As a member of the Chief Forester's staff he worked closely with research and cooperative State and private forestry programs.

With direct responsibility for management of the Nation's national forests, Mr. Cliff provided leadership in coordinating the multiple-use management of national forest resources. This included developed of camping and picnic facilities for national forest visitors to accommodate an increase from 33 million

visitors in 1952 to 115 million this year; improved watershed developments, wildlife habitat, and grazing opportunities through reseeding of rangelands and better control of livestock to reduce erosion damage, as well as doubling the cut of national-forest timber from 4½ billion to 8½ billion board-feet.

The new Chief Forester has long been affiliated with a number of professional societies in the field of natural resource conservation. He is a charter member of the American Society of Range Management and the Wildlife Society, a member of the Society of American Foresters, American Forestry Association, and the Wilderness Society.

A student of American history and geographic landmarks, for 10 years Mr. Cliff has been USDA representative on the Interdepartmental Board on Geographic Names. In 1961, Secretary of the Interior Stewart L. Udall, who has responsibility for the Board on Geographic Names, appointed Mr. Cliff as Chairman of this Board.

The new Chief Forester is married to the former Kathryn Mitchell of Logan, Utah. They have two children, and reside at 221 N. Royal Street, Alexandria, Va.

GENERAL STATEMENT

Mr. McARDLE. Mr. Chairman, may I say just a word?

Chairman HAYDEN. Certainly.

Mr. McARDLE. I very greatly appreciate your comments, and I will take them with me and cherish them, but I think I should with your permission at least partly correct the record.

The accomplishments the Forest Service has made have been made in these past years under the leadership of the distinguished chairman of this committee, and if I were giving credit for progress in conservation in this country, I would hand it to you, sir, and not take it to ourselves.

As the chairman well knows, the people of this country are no longer so well aware of their dependence on the land as our forefathers were. They do not realize that from the land we get all of our food, our clothing, our shelter, fuel to warm the shelter and to cook the food and all of the raw materials that industry uses to make life something more than just caveman existence.

The chairman has pointed these facts out. This committee recognizes them. And so far as the forestry aspects of resource conservation are concerned, frankly, Mr. Chairman, you have been pushing us.

I just want the record to be clear that it is not the Forest Service or McArdle who has been improving the conservation of our natural resources for the benefit of all of our people. It is you, sir, and this committee.

Chairman HAYDEN. If I had to do any pushing, I didn't know it. [Laughter.]

We will be glad to hear from you now, Senator Hart.

MICHIGAN PROJECTS

STATEMENT OF HON. PHILIP A. HART, A U.S. SENATOR FROM THE STATE OF MICHIGAN

PREPARED STATEMENT

Senator HART. Thank you, sir.

I appreciate your interruption of the agenda, and it gives me an opportunity to join in the expression of regard and commendation that you have already given Dr. McArdle. I know it is far more meaningful to Dr. McArdle to have it come from a very distinguished

Senator like Senator Hayden; but in the brief time I have been here, I have realized the significance to Michigan and the Great Lakes region of the forest resource, and we are grateful for what you have done. And I hope, as a State, we can respond to the opportunities that Federal assistance gives us.

Mr. Chairman, I appreciate your courtesy in allowing me to appear today, and I shall be brief. With your leave, I would like to file in full the statement.

Chairman HAYDEN. That may be done, and it will be printed in the record.

(The statement referred to follows:)

Mr. Chairman, I appreciate your courtesy in allowing me to appear here today, I will be brief. I appear in behalf of four items which are of vital importance, not only to the State of Michigan, but indeed to the whole Midwest.

1. *Jordan River National Fish Hatchery.*—The budget for 1963 shows $101,000 toward construction of this trout hatchery.

Total estimated cost of the hatchery is $892,000. This entire sum was in last year's budget. The House committee saw fit to cut this amount roughly in half, allowing $425,000. Your committee agreed with this decision. We in the State had assumed, perhaps erroneously, that the other half would be made available this year. Construction is underway.

This hatchery is to be a very important unit keyed into a closely organized production effort on restoring lake trout by the States of Minnesota, Wisconsin, Michigan, and Illinois; the Province of Ontario; and the Federal Governments of the United States and Canada. The production schedule cannot be met if construction is curtailed. Orderly use and care of available lake trout eggs will be disrupted if an additional year is required to bring Jordon River hatchery into production. Facilities available at other establishments are insufficient to accommodate the lake trout eggs which will become available in the fall of 1963. Incidentally, these eggs are being produced from brood stock now held in hatcheries at a substantial cost to the agencies involved.

The production effort is a vital segment of the attempt to rehabilitate lake trout in the Great Lakes following control of the sea lamprey. Trout have been reduced by the lamprey to the vanishing point in Lakes Michigan and Huron and to insignificance in Lake Superior. Losses in lake trout alone to the fisheries at dockside amount to about $5,500,000 annually. Losses among other fisheries are inestimable but the total annual loss may approximate $10 million. It is of utmost importance that these valuable resources be reclaimed as soon as possible.

Encouraging signs of effective sea lamprey control are being noted. They are convincing enough to make urgent the completion of Jordan River National Fish Hatchery as planned. It will take long enough under the best of circumstances to reestablish lake trout populations in the lakes adequate to maintain themselves and a profitable fishery. A remnant population in Lake Superior can be saved by prompt action. A year lost in completion of the hatchery would be very serious.

Mr. Chairman, I most respectful urge your committee to approve the full $467,000 needed to complete this hatchery in fiscal 1963. I ask your permission to file with my statement a telegram from Gov. John B. Swainson, making the same request, and a letter from my senior colleague, Senator McNamara, setting forth the need and requesting your favorable action. The Michigan Department of Conservation joins us in our sense of urgency. We understand that if given the funds, the Bureau would be able to finish construction in this coming year as planned.

2. *Forest Engineering Laboratory at Houghton, Mich.*—Last year the Forest Service established three research centers, one of which is at Houghton, Mich. The purpose of this center is to solve engineering problems associated with forest management and utilization peculiar to the hardwood forests of Northern and Eastern United States. It will provide the facilities urgently needed for research in mechanization of operations for converting deteriorated northern timber stands and deforested areas to improved species and culture, including removal of brush and large cull trees and transport of forest products to primary plants.

Even at the current rate, the harvesting of forest products in the Lake States is a materials handling job of major proportions—approximately 15 million tons per year. By the time this material is handled and rehandled by present inefficient methods the total annual tonnage is estimated to exceed 120 million tons. Vastly improved systems are needed.

The laboratory will be located adjacent to the planned expanded campus of the Michigan College of Mining and Technology, an outstanding engineering, educational, and research institution with which the Forest Service now has and expects to continue cooperative projects in forest products and engineering research. Much specialized skill and equipment necessary in a program of forest engineering research are available on a cooperative basis at the college and will not be duplicated in the proposed laboratory.

I hope the committee will see fit to allow us to move forward on this project which will mean new jobs, more abundant wood products, and flourishing wood industries.

3. *Program for the national forests.*—Appearing before your committee last year, I discussed the need to provide additional funds for the Forest Service program to develop the national forests. Your committee acted generously on that request. In the fall of 1961, the President transmitted to the Congress a new and revised development program for the national forests. It contemplates that commencing with fiscal year 1963 through 1972 in excess of $2.5 billion will be invested in national forest development of a capital investment nature and, along with this, there will be a substantial increase in funds available for operation. In describing what is to be done, the President said: "The forward-looking program outlined in this report holds great hope. Congressional interest in our national forests has always been high—an interest this administration shares."

In every activity affecting the national forests two significant facts are evident. One is that the demands for use are far greater than the ability of the Forest Service to service these demands. The second is that the demands for use are increasing at a tremendously high rate.

An encouraging note is that the budget submitted by the President provides for a $14 million increase over last year's appropriations, but even that proposed level of appropriations lags behind what is required to fulfill the goals set forth by the President and the Secretary of Agriculture last September 21.

My remarks concern Michigan but could apply to any of the States where there are national forest lands. I ask the committee to place in the record at this point a tabulation showing the national forest program requirements for Michigan:

In Michigan alone investments totaling almost $50 million are required, exclusive of forest research. The largest single investment is $21 million for reforestation and timber stand improvement. The second largest investment is almost $19 million to construct 1,250 miles of multipurpose roads. And the third largest investment is $5,640,000 to construct 390 campgrounds.

The 2.5 million acres of commercial forest land in Michigan which are in the national forest system are extremely important, particularly in the areas where they are located, because they are capable of supplying a significant amount of timber to nearby dependent communities. Many of these forests are in areas which have long suffered from economic distress. The combination of timber resource development and recreational development along with associated work in wildlife improvement provides us with the means to promote sound community rehabilitation. The forests of Michigan in the past were subjected to heavy utilization and this has produced part of the economic problem that we face.

The increases obtained in last year's appropriations are having significant effect in our Upper Peninsula forests, not only in providing additional needed campsites and forest improvement, but in providing badly needed work to many unemployed workers.

Some of the counties in our Upper Peninsula continue to experience levels of unemployment well above 20 percent. Where we can combine resource development with needed employment opportunities, such as in the forest program, I believe the Congress has a dual reason for providing sufficient appropriations.

Hopefully, this committee in its examination of the budget presented by the Forest Service will make its own independent determination as to the desirability of financing the development program for the national forests at the level contemplated for 1963. Because the proposed level is significantly below

planned and known needs, necessary increases to keep on schedule would seem to be justified.

4. *Commercial Fisheries Biological Laboratory at Ann Arbor, Mich.*—An item of $1,448,000 is in the budget to support construction of this laboratory. I merely wish to indicate my hope that it will be included in the appropriation bill as reported by your committee.

The present building occupied by the biological staff is an old frame residence located on the University of Michigan campus which has been furnished through the courtesy of the university. It does not fulfill the functions of a properly designed and constructed laboratory and office building. Currently the lack of suitable laboratory space and general crowded conditions have limited scope and effectiveness of the research program. The university has agreed to deed to the Government a suitable site for the laboratory.

May I again thank you, Mr. Chairman, for the courtesy your committee has shown Michigan, and the recognition given to the resources programs so essential to our Great Lakes and entire Midwest portion of the Nation.

LETTER FROM SENATOR MCNAMARA

Senator HART. I speak for my senior colleague, Senator McNamara, and ask leave that a letter indicating his strong support for the several items be made a part of the record.

Chairman HAYDEN. That will be included in the record.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
March 9, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Interior and Related Agencies, Senate Committee on Appropriations, Washington, D.C.

DEAR MR. CHAIRMAN: As you know, your subcommittee is presently holding hearings on budget estimates for the Department of the Interior and related agencies and my associate, Senator Phil Hart, and I are interested in four items which we feel are of primary importance not only to our State of Michigan but to all of the States of the Lake States area.

The first item concerns the Jordan River Fish Hatchery in Antrim County, Mich. The estimated cost of constructing this hatchery is approximately $892,000. Last year the House appropriated the full amount. However, the Senate cut this item to $425,000 as this was the approximate amount Fish and Wildlife could use for the project during fiscal 1962.

This year the proposed budget contains an item of $101,000 for construction of this project. However, I have been informally advised that Fish and Wildlife could use the sum of $467,000 in fiscal 1963 which would insure completion of this project in that year.

I feel that the need for this project was so clearly demonstrated by the hearings last year that a repetition here would serve no useful purpose. I merely wish to point out to you and your committee that Michigan and her sister States of the Great Lakes will greatly benefit from this project and there is no sound reason why construction should be strung out over a period of 3 or 4 years when it can be completed during the coming fiscal year. Speedy completion will simply mean that there will be no undue delay in helping to restore fish in the Great Lakes.

I most respectfully urge that your subcommittee recommend to the Senate Committee on Appropriations that the budgeted item of $101,000 for the Jordan River Fish Hatchery be raised to $467,000 so that this project will be completed during fiscal 1963.

The next item is the Forest Engineering Laboratory at Houghton, Mich., one of three established by the Forest Service last year. This Laboratory will unquestionably help to solve the many problems associated with the production of marketable timber and the reforestation of denuded timberlands to insure a continued source of timber for future generations. The Laboratory will, when completed, be located on lands now adjacent to but soon to be encompassed within a widened area of the Michigan College of Mining and Technology at Houghton, Mich., one of the finest engineering schools in the country. The need for this Laboratory is clear; in fact, Senator John Stennis, a member of our Senate Appropriations Committee, in a speech on the Senate floor on February 15, 1962, made a

strong plea for funds, not only for this Laboratory but for several others throughout the country (Congressional Record, pp. 2095, 2096, Feb. 15, 1962). Senator Stennis, at that time, strongly recommended the appropriation of $400,000 for the proposed Laboratory at Houghton and I most respectfully request that your subcommittee recommend approval of $400,000 for this fine project in fiscal 1963.

The next item concerns a program for our national forests. The need for funds for this program has already been demonstrated to this committee. It was also recognized by the President in his message to Congress last fall, and I am confident that representatives of the Forest Service, in your hearings today, will present a detailed documentation of this need. Michigan, one of the States possessing national forests, is, of course, aware of the value of this fine program.

The last item concerns a Commercial Fisheries Biological Laboratory at Ann Arbor, Mich. The budget contains a $1,448,000 item for construction of this project. This Laboratory will be owned and operated by the Fish and Wildlife Service on lands which will be donated to the Federal Government by the University of Michigan. Here, too, the great benefits to be derived from such a Laboratory have already been clearly established before your subcommittee. I simply wish to mention this item and urge that your subcommittee resist any efforts to slash funds for this project by a single penny.

Incidentally, just this morning I received a letter from our Governor, Hon. John Swainson, endorsing the Laboratory at Houghton, Mich., together with some correspondence he had had on this project. I would appreciate it very much if his letter and the accompanying correspondence could be made a part of the record of these hearings.

All good wishes.

Sincerely,

PAT MCNAMARA, *U.S. Senator.*

STATE OF MICHIGAN,
OFFICE OF THE GOVERNOR,
Lansing, March 8, 1962.

Hon. PATRICK V. MCNAMARA,
U.S. Senate, Washington, D.C.

DEAR PAT: Enclosed are copies of correspondence concerning an appropriation for the Lake States Forest Experimental Station at Houghton. Please note my support for such an appropriation in reply to Mr. Walsh.

The correspondence is forwarded for your use.

With warmest personal regards,

Sincerely,

JOHN B. SWAINSON, *Governor.*

FEBRUARY 28, 1962.

Mr. LAWRENCE P. WALSH,
Walsh & Munro,
Ontonagon, Mich.

DEAR LARRY: I received your letter of February 26, regarding the appropriation for the forest engineering building at the Michigan College of Science and Technology. I am familiar with this project and will do everything possible to aid in the gaining of such an appropriation.

With sincere best wishes,

Sincerely yours,

——— ———, *Governor.*

WALSH & MUNRO,
Ontonagon, Mich., February 26, 1962.

Re appropriation, forest engineering building,$400,000, Lake States Experimental Station, Michigan College of Science and Technology, Houghton, Mich.

GOV. JOHN B. SWAINSON,
Lansing, Mich.

DEAR GOVERNOR SWAINSON: I know that you are familiar with the action of the Lake States Forest Experimental Station in setting up a forest engineering and development project at Michigan College of Science and Technology, Houghton, Mich. The purpose of this project is to study and to develop equipment and methods for better harvesting our remaining forest crop. This project has been fully described in the Congressional Record. Senator Stennis has already spoken

on the floor of the Senate for a $400,000 appropriation in the 1963 fiscal budget to finance the cost of the proposed engineering building.

I have served for many years on the advisory committee to the forest products research project at the Michigan College of Science and Technology and I am fully familiar with the needs of the forest industry in Michigan for a more efficient method and for more efficient equipment for the harvest of forest products and I ask that you lend your help to the furthering of this project. Will you please contact both Senators Hart and McNamara and the members of the Michigan Congress and urge that they support this appropriation.

Over the next 10 years this project will require total appropriations of approximately $800,000 so the appropriation for the building is one-half of the total requests that will be made over the next 10 years.

Congressman Kerwin, of Ohio, is chairman of the Forest Service Appropriations Committee apparently. Senator Stennis bears a great deal of weight on the Appropriations Committee.

I would like to point out that this new project is aimed at a practical attack on the method of harvesting forest crops. It is novel, it has never been attempted and there is very strong feeling on the part of people in the forest industries that a thorough engineering and research study of this problem should be made without further delay.

Any help that you can give in furthering the appropriation for this engineering building will be very appreciated. I am sure that you know the contacts that will be most helpful in getting this Federal appropriation.

Yours truly,

LAWRENCE P. WALSH.

STATEMENT OF SENATOR HART ON JORDAN RIVER FISH HATCHERY

Senator HART. Mr. Chairman, one item of especial concern to us in Michigan and the Great Lakes Basin involves a fish hatchery, the Jordan River National Fish Hatchery. The budget for 1963 shows $101,000 toward the construction of this trout hatchery. The estimated cost a year ago was $892,000. In last year's budget we sought that entire sum. The House cut it in half, to $425,000. And this committee agreed with the decision.

Now we in Michigan, perhaps erroneously, assumed that the other half would be made available this year, and the construction is underway, and the full remaining $425,000 can be used this year, if authorized. However, the budget now shows $101,000.

The hatchery is important, because it is keyed into a closely organized production effort on restoring lake trout to the States of Minnesota, Illinois, Michigan, Wisconsin, and the Federal Government of our own country and the Dominion. The production schedule cannot be maintained if construction is curtailed.

Orderly use and care of available lake trout eggs will be disrupted if an additional year is required to bring Jordan River hatchery into production. Facilities available at other establishments are insufficient ot accommodate the lake trout eggs which will become available in the fall of 1963. Incidentally, these eggs are being produced from brood stock now held in hatcheries at a substantial cost to the agencies involved.

The production effort is a vital segment of the attempt to rehabilitate lake trout in the Great Lakes following control of the sea lamprey.

LOSSES IN TROUT

As you so well know, the lamprey reduced trout to the vanishing point in Lakes Michigan and Huron and to insignificance in Lake Superior. Losses in lake trout alone to the fisheries at dockside

amount to about $5,500,000 a year. Losses among other fisheries are inestimable, but the total annual loss may approximate $10 million. It is of utmost importance that these valuable resources be reclaimed as soon as possible.

Very encouraging signs that the lamprey control is in hand are being noted. They are convincing enough to make urgent the completion of Jordan River National Fish Hatchery as planned. We do hope, Mr. Chairman, that this may be possible.

TELEGRAM FROM GOVERNOR SWAINSON

I would like leave also to file at this point a telegram received from the Governor of Michigan, the Honorable John B. Swainson, strongly urging the inclusion of this.

(The telegram referred to follows:)

LANSING, MICH.

Hon. PHILIP A. HART,
U.S. Senate, Washington, D.C.:

I strongly urge the appropriation for Jordan River Hatchery be restored to $467,000. This amount is vitally necessary to the rehabilitation of lake trout following sea lamprey control.

JOHN B. SWAINSON,
Governor of Michigan.

FOREST ENGINEERING LABORATORY, HOUGHTON, MICH.

Senator HART. Also we have a strong concern, as you so well know, in a forest engineering laboratory at Houghton, Mich. This is in conjunction with the Michigan College of Mining and Technology. On February 15, the distinguished Senator from Mississippi, Senator Stennis, included this as one of the proposed additional desirable construction items which he urged in a Senate speech be undertaken. Our support and explanation for it is contained in the statement. The sum we urge is $400,000.

Dr. McArdle, I am sure, will express eloquently the needs of the Forest Service, and we include here an item of hope with respect to national forest land in Michigan. I ask leave that a tabulation be included in the record in support thereof.

Chairman HAYDEN. That may be done.

(The tabulation referred to follows:)

Michigan

[Dollars in thousands]

Item	Recurrent work, annual level 10th year	Nonrecurrent project work, 10-year total	Work needed
Timber resource management.	$798		Complete and keep current inventories and plans for 225,000 acres. Cut 183 million board feet annually by 1972.
		$20,713	Culturally treat 649,000 acres. Plant 231,000 acres.
Recreation, public use	678		Complete management and development plans. Maintain facilities and provide sanitation.
		5,640	Construct 390 campgrounds and picnic sites and related facilities. Provide information services at these and other visitor concentrations.
Wildlife habitat management.	89		Administer, supervise, and coordinate wildlife activities and cooperate with States.
		417	Improve and develop small- and big-game range on 33,000 acres, improve 120 miles of stream and 460 acres of lakes. Develop 20 wildlife watering facilities; 80,000 acres of rodent control.
Soil and water management.	6		Manage and administer soil and water resource. Coordinate with other resources.
		174	Conduct soil surveys on 610,000 acres. Initiate water yield inventories.
Land adjustments, classification, and uses.	156		Examine mining claims. Administer mineral leases and special uses. Exchange 50,000 acres of land. Prepare up-to-date land status records. Conduct land classification work.
Land surveys and mapping.		906	Survey and mark 9,862 miles of property lines. Topographic mapping of 1,500 square miles.
Forest fire protection	451		Intensify protection, including increased manpower, equipment, and aerial operations, to approximately twice present level.
		2,277	Reduce hazardous fuels on 12,000 acres. Construct 1,000 miles of firebreaks.
Insect and disease control.	[1] 175		Intensify and accelerate detection, prevention, and control of forest insects and diseases to reduce current timber losses.
Structural improvements for fire and general purpose.	144		Maintain existing structural and communication improvements.
		920	Construct 28 housing and related improvements, 27 service buildings, lookouts, and special structures; improve existing structures, provide 37 radio installations; replace 18 miles of telephone line; and construct 5 heliports and helispots.
Forest roads and trails	[2] 534		Maintain existing transportation system.
		[3] 18,765	Construct 1,250 miles of multiple-use-purpose roads. Provide supplemental work on roads constructed by timber purchasers.
Total, Michigan	3,031	49,812	

[1] Includes national forest control only.
[2] Timber purchasers will maintain existing purchaser-constructed roads at an estimated additional annual cost of $9,620.
[3] Timber purchasers will construct an estimated 170 miles of the roads shown costing approximately an additional $645,000.

COMMERCIAL FISHERIES BIOLOGICAL LABORATORY

Senator HART. The last two items, Mr. Chairman: There is an item of almost a million and a half dollars in the budget to support the construction of the commercial fisheries biological laboratory at Ann Arbor. I do hope that this will be included in the bill as reported by the committee.

Lastly, Mr. Chairman, I would hope that the committee would satisfy itself that in the research portion of the Bureau of Mines budget, there is adequate provision to enable research on the beneficiation of low-grade iron ores. This is of critical importance to the whole basin.

Mr. Chairman, thank you very much for letting me place this in the record.

Chairman HAYDEN. Thank you.

Senator Proxmire, come over and sit down by me.

FOREST PRODUCTS LABORATORY, MADISON, WIS.

STATEMENT OF HON. WILLIAM PROXMIRE, A U.S. SENATOR FROM THE STATE OF WISCONSIN

GENERAL STATEMENT

Senator PROXMIRE. Thank you, Mr. Chairman, for this opportunity to testify in support of the appropriations this year for the proposed addition to the Forest Products Laboratory at Madison, Wis. There is an urgent need to expand the physical plant of this important Forest Service facility. New laboratory space is required, and the present facilities must be modernized, to permit ongoing research to continue without restriction, and to house new research projects.

This eminently justified project of constructing new facilities and modernizing the present 30-year-old plant is long overdue. It was part of the President's budget last year, and funds for it were approved in the Senate. Unfortunately, it was deleted in conference. It is my understanding that this was the only Forest Service research project in last year's budget that was not approved. I strongly hope that funds to begin construction will be approved this year.

The total cost of the project will be $10 million. Construction of the first stage of this project will require $4 million. This is the sum indicated in the statement on the floor by the Senator from Mississippi, Mr. Stennis, listing the construction needs in forestry research.

FACILITIES ESSENTIAL

My informal conversations with representatives of the timber and wood products industry, as well as with scientists and administrators familiar with the research requirements of this industry, convince me that the proposed new laboratory facilities are absolutely essential. A research bottleneck is imminent in wood products research unless the Forest Products Laboratory's expansion needs are met soon.

I wish to draw special attention to the importance of our wood resources to our Nation's economy.

The industrial complex of forest products industry—lumber, plywood, millwork, laminating, factory built homes, and pulp and paper—ranks fourth among American industries in its contribution to the gross national product and fifth in total employment. In 1960, this was nearly $10 billion. Only metals and metal products, machinery, and food industries rank higher—the last mentioned by only $36 million.

EMPLOYMENT IN FOREST INDUSTRY

The forest products industries provide jobs for 1,136,000 men and women. Only machinery, food, transportation, equipment, and apparel industries have larger employment.

For this industry to remain in this high position, research in forest products must be rapidly expanded. The industry by its very nature

is not in a position to do the basic research without help from the Federal Government.

RETURNS FROM INVESTMENT

In view of the vast importance of this great industry, it is not surprising that it has been estimated that for every dollar invested in forest products research the Government gets back over $70 in taxes—and those are only the direct returns.

And, Mr. Chairman, I want to point out that this $70 in taxes has been very carefully calculated, and they are Federal taxes, and these are the taxes on products that have been developed at the Forest Products Laboratory.

The benefits to the Nation's economy in terms of new products, new jobs, and new industry are high multiples of this figure.

AREAS OF RESEARCH

Every area of research at the Forest Products Laboratory urgently needs additional specialized facilities to permit essential research to be done. For example, fundamental research on the performance of wood in fire is underway on a pilot basis. But expanded facilities where large laminated beams may be loaded and their strength evaluated to obtain engineering data are needed to determine the key strength and safety factors. We know that large wooden beams are resistant to fire because of the formation of a built-in insulator, charcoal. They do not melt and collapse. But we do not have the necessary engineering information for architects. Expanded facilities are necessary to extend the small-scale fundamental research now in progress.

LABORATORY CONDITIONS

The pulp and paper research space at the Laboratory is badly crowded. Yet, more requests by industry point up the need for a new paper machine which can be used as a pilot plant for the study of paper formation at speeds above those now used in industrial plants—2,400 feet per minute. This area of research can also lead to greater utilization of our low grade hardwoods, little used species, and plant and forest residues. Forest Products Laboratory research has formed the basis for the use of the hardwoods to produce pulp and paper products. The consumption of hardwood pulps in 1960 was 12 times that of 1920.

HOUSING DEVELOPMENTS

The housing industry is on the verge of major developments, especially in the area of low cost housing. The factory-built home industry has been developed largely upon principles developed by the Forest Products Laboratory. In 1960, nearly 200,000 homes were built by this relatively new industry with a value of about $800 million. The Forest Products Laboratory now needs a new structural laboratory to study the new uses of components and roof trusses in order to assist in simplifying house construction.

CHEMICAL INDUSTRY POSSIBILITIES

The chemical industry has moved to high pressure processing. Wood substance is an ideal raw material for chemicals, since the residues are lower in cost per pound than even petroleum, and yet are a truly renewable resource. The utilization of the residues necessarily developed by the forest products industries in their normal processing would maintain solid wood products such as lumber and plywood in an excellent competitive position. The development of a chemical industry could also provide an economic use for our low grade timber and species now having no market outlet. The Forest Products Laboratory should have facilities for high pressure research.

LABORATORIES FOR ALL STATES

These are but a few examples of the kind of research which necessitates expansion of the Forest Products Laboratory. I am most pleased that in his statement, Senator Stennis recognizes this need and proposes that the Forest Service proceed now with construction of the addition to this central laboratory serving all 50 States—and many foreign countries as well.

It is plain that the more complex type of forest products research can be most effectively carried out in one central location. There are many reasons. A more efficient operation without duplication of the expensive equipment can be operated at lower cost. Personnel and equipment from all the necessary scientific disciplines are available to work on many different kinds of problems. The industry which will use this information can get it all at one place. Last but yet very important, competent scientific personnel are attracted to such an atmosphere on a major university campus.

I am aware of the need for regional research to complement the work of the Forest Products Laboratory. However, this regional research will proceed more rapidly and effectively if the research of the central laboratory is made more productive. These regional groups must build on the accomplishments of centralized research.

COOPERATION OF LABORATORY AND UNIVERSITY

In conclusion, I would like to draw attention to the fine history of cooperation between the Forest Products Laboratory and the University of Wisconsin. For over 50 years, the successful functioning of this Federal research Laboratory located at our State university has been an outstanding example of Federal-State cooperation. Our State government, as well as university officials, look forward to the continued growth and activity of the Laboratory.

To this end, the Wisconsin State Legislature and the university board of regents recently approved the transfer of the 12-acre site for the proposed addition. It should be recognized that this land is a most valuable resource of the university. The willingness to make it available to the Forest Service at a price well below market value is evidence of the cordial relations existing between the university and the Laboratory.

Since the land transfer was approved on the understanding that construction of the new Laboratory facilities would begin soon, I

strongly hope that funds for this purpose, in the amount of $4 million, will be approved this year.

LETTER FROM GOVERNOR NELSON OF WISCONSIN

And, Mr. Chairman, I ask unanimous consent that a letter, a relatively brief letter, from the Governor of Wisconsin, Gov. Gaylord Nelson, to Secretary Freeman, be printed in the record at this point.

Chairman HAYDEN. That will be done.

(The letter referred to follows:)

THE STATE OF WISCONSIN,
Madison, January 29, 1962.

Hon. ORVILLE FREEMAN,
Secretary of Agriculture,
Department of Agriculture,
Washington, D.C.

DEAR SECRETARY FREEMAN: I want to request your support for restoration of the $10 million expansion and remodeling project at the U.S. Forest Products Laboratory in Madison in the budget for fiscal 1963.

Wisconsin has long recognized the importance of this Laboratory. The significance to Wisconsin is obvious: In our State the estimated annual gross product value of the forest products industry is $1.3 billion, nearly 2½ times that of the dairy industry which gives Wisconsin the title of Dairy State.

Recognizing this significance, the University of Wisconsin 52 years ago generously made possible establishment of the first Forest Products Laboratory on the campus when sufficient Federal funds were not available. The support of the Department of Agriculture and Forest Service have enabled the Laboratory to develop into a center for forest products research unequaled anywhere else in the world.

When once again Federal funds were not available, the legislature passed and I signed last May a bill enabling the university to make 12 acres of campus land available for expansion of the Laboratory. Though the land had other possible university uses, the fact was recognized that the Laboratory's needs were more acute.

The Laboratory here has an international reputation. It is the central research establishment serving the forest products industry, the fifth largest industry in the United States. The need for forest products research has never been greater. The U.S. Forest Service, the other owners of the 600 million acres of forest land in this country, the industry itself, and the many people and activities that depend on it have a tremendous interest in having this research carried on. There is only one location where it can be conducted efficiently and economically, and that is the Forest Products Laboratory in Madison, where it has been carried on since 1910.

Yet the Madison Laboratory must operate in a building 30 years old which has had only one major improvement—a new powerplant—since it was built. Its appropriation is only $3.25 million a year, despite the fact it has returned to Government an estimated $70 for every dollar appropriated to it since its inception. The severe limitations on the facilities and budget of the Laboratory mean that many of the needs of the industry for basic technical information cannot be met.

Last year Congress eliminated $300,000 from the budget for land acquisition and planning for the $10 million expansion program of the Madison Laboratory. At the same time it approved 16 forest research construction projects in 15 other States. I appreciate the desires of other States to have forest research facilities; Wisconsin is not the only State interested in this field. But it cannot serve the broadest interest of the industry, here or in other States, to duplicate facilities and activities carried on successfully here for more than half a century.

The concentration of research effort and facilities is what is required to meet the industry's needs. The primary reason for the Madison Laboratory's past success has been the concentration of specialized technical discipline which made possible an interchange of information seldom found in a single public establishment. Here, for $8 million in new construction and $2 million for remodeling and equipment, the further facilities needed can be established. To attempt

to meet these needs elsewhere will require construction of duplicate facilities at many times the $10 million cost.

I earnestly solicit your support for this project, which is so necessary to the economy of Wisconsin and so many other States. I would also appreciate your advice on how I may be most helpful in furthering this effort.

Sincerely yours,

GAYLORD A. NELSON, *Governor.*

FEDERAL PUBLIC WORKS PROGRAM

Senator PROXMIRE. And I would also like to just add one other point which I have not put in my formal statement, that we in Wisconsin are very much aware of the fact that we benefit very little from the Federal public works program. Most of its benefits have not gone to our State for many years. There is much work to be done out in the Far West, of course. We recognize this.

But we are deeply concerned with the fact that we are the last, the 50th, in the relationship between our population and Federal employment in our State. We are at the bottom of the barrel. In terms of taxes paid, population, area, and need, our State deserves far more consideration than we have received.

Having made this fact of life clear, however, I want to make my statement on the basis of the merits of the Forest Products Laboratory case. I think the merits are extremely strong.

Chairman HAYDEN. Thank you for your statement.

FOREST SERVICE

STATEMENTS OF DR. FRANK J. WELCH, RICHARD E. McARDLE, CLARE HENDEE, EDWARD P. CLIFF, W. S. SWINGLER, V. L. HARPER, A. W. GREELEY, G. M. JEMISON, G. S. JAMES, B. H. PAYNE, M. W. CLUFF, AND CHARLES L. GRANT—Resumed

BUDGET REQUEST

Chairman HAYDEN. There will be placed in the record a summary of appropriations, fiscal year 1962, and estimates, fiscal year 1963, for the U.S. Forest Service. This shows a requested increase of $14,131,000 over the funds available to the Forest Service, $208,769,000 in fiscal year 1962.

(The summary referred to follows:)

SUMMARY OF APPROPRIATIONS, 1962, AND ESTIMATES, 1963

Appropriation item	Estimated available, 1962	Budget estimates, 1963	Increase (+) or decrease (−)
Forest protection and utilization:			
Forest land management	$127,641,000	$140,740,000	+$13,099,000
Forest research	26,368,000	23,150,000	−3,218,000
State and private forestry cooperation	15,800,000	15,800,000	
Total, forest protection and utilization	169,809,000	179,690,000	+9,881,000
Forest roads and trails	35,000,000	37,500,000	+2,500,000
Access roads	[1] 2,000,000	2,000,000	
Acquisition of lands for Superior National Forest	[2] 250,000	2,000,000	+1,750,000
Acquisition of lands for national forests, special acts	10,000	10,000	
Cooperative range improvements	700,000	700,000	
Assistance to States for tree planting	1,000,000	1,000,000	
Expenses, brush disposal (permanent)	9,000,000	9,000,000	
Roads and trails for States (permanent)	10,020,000	11,600,000	+1,580,000
Forest fire prevention (permanent)	[3] 20,000	20,000	
Restoration of forest lands and improvements (permanent)	[4] 196,000	196,000	
Payment to Minnesota (permanent)	123,300	123,300	
Payments to counties, national grasslands (permanent)	425,000	425,000	
Payments to school funds, Arizona and New Mexico (permanent)	99,200	115,000	+15,800
Payments to States, national forests fund (permanent)	25,045,000	29,000,000	+3,955,000
Total	253,697,500	273,379,300	+19,681,800
Deduct permanent appropriations (shown in detail above)	44,928,500	50,479,300	−5,550,800
Total (excluding permanent appropriations)	[5] 208,769,000	222,900,000	+14,131,000

[1] In addition, $151,218 available from prior year balances.
[2] In addition, $628,496 available from prior year balances.
[3] In addition, $7,160 available from prior year balances.
[4] In addition, $4,270 available from prior year balances.
[5] In addition, prior year balance of $112,520 available under the item "Acquisition of lands for Cache National Forest."

RECEIPTS OF FOREST SERVICE BY SOURCES

Chairman HAYDEN. Would you please submit for the record a table showing receipts by sources from various Forest Service activities? Also, please include in that table a showing of the payments made to the various States from thees receipts.

Mr. MCARDLE. That will be done, Mr. Chairman.

(The information referred to follows:)

Actual receipts, fiscal year 1961

Class of receipts:	
Timber sales	$98,425,492
Grazing	3,268,037
Land uses	2,728,318
National grasslands	1,677,936
Total receipts	[1] 106,099,783

[1] Includes $4,069,428 under account established for Oregon and California railroad grant lands, for which receipts are transferred to the Department of the Interior for distribution under the acts of Aug. 28, 1937, June 24, 1954, and Aug. 3, 1961 (43 U.S.C. 1181f–g).

Distribution to States in fiscal year 1962 of above receipts

Alabama	$181,610	New Hampshire	$43,120
Alaska	212,431	New Mexico	158,183
Arizona	501,100	New York	559
Arkansas	870,485	North Carolina	132,651
California	2,693,550	North Dakota	195,050
Colorado	320,490	Ohio	8,814
Florida	216,487	Oklahoma	128,038
Georgia	197,619	Oregon	10,228,618
Idaho	1,123,626	Pennsylvania	128,250
Illinois	5,077	Puerto Rico	2,608
Indiana	10,633	South Carolina	494,076
Iowa	304	South Dakota	140,238
Kansas	10,504	Tennessee	83,009
Kentucky	68,770	Texas	488,525
Louisiana	370,834	Utah	141,592
Maine	3,116	Vermont	45,714
Maryland	3,106	Virginia	57,391
Michigan	190,394	Washington	4,309,990
Minnesota	260,313	West Virginia	97,609
Mississippi	684,316	Wisconsin	78,209
Missouri	46,860	Wyoming	200,626
Montana	511,427		
Nebraska	16,854	Total	[1] 25,703,847
Nevada	41,071		

[1] Includes payments to States under the permanent appropriations: "Payments to counties, national grasslands," "Payment to Minnesota," and "Payments to school funds, Arizona and New Mexico."

FOREST PROTECTION AND UTILIZATION

Chairman HAYDEN. There also will be placed in the record your justifications for your budget estimate of $179,690,000 for forest protection and utilization. This is $9,881,000 more than was available to you in the past fiscal year. Included in this justification are three exhibits pertaining to the development program for the national forests and to the national forestry research program.

I will insert this in the record.

(The justifications referred to follow:)

FOREST PROTECTION AND UTILIZATION

	Forest land management	Forest research	State and private forestry cooperation	Total
Appropriation Act, 1962	[1] $128,000,000	$26,368,000	$15,800,000	[1] $170,168,000
Transferred to "Operating expenses, Public Buildings Service," General Services Administration for space rental	359,000			359,000
Base for 1963	[1] 127,641,000	26,368,000	15,800,000	[1] 169,809,000
Budget estimate, 1963	[1] 140,740,000	23,150,000	15,800,000	[1] 179,690,000
Increase or decrease	+13,099,000	−3,218,000		+9,881,000

[1] In addition, $700,000 available by transfer from "Cooperative range improvements."

Summary of increases and decreases, 1963

For the development program for the national forests and the national forestry research program:	
(a) National forest protection and management	+11,499,000
(b) Insect and disease control	+1,400,000
(c) Acquisition of lands (Weeks Act)	+200,000
(d) Forest research	−3,218,000
Total increase	+9,881,000

Project statement

Project	1961	1962 estimated	Increase or decrease	1963 estimated
1. Forest land management:				
(a) National forest protection and management:				
(1) Timber resource management:				
(a) Sales administration and management	$21,241,987	$22,780,000	+$400,000	$23,180,000
(b) Reforestation and stand improvement	4,362,509	12,750,000	+2,500,000	15,250,000
(2) Recreation-public use	15,023,584	20,500,000	+5,620,000	26,120,000
(3) Wildlife habitat management	1,306,117	3,220,000	+200,000	3,420,000
(4) Range resource management:				
(a) Management	4,135,395	4,610,000	+100,000	4,710,000
(b) Revegetation	1,732,851	2,540,000	+120,000	2,660,000
(c) Improvements	2,094,591	3,180,000		3,180,000
(5) Soil and water management	1,958,553	4,090,000	+400,000	4,490,000
(6) Mineral claims, leases and other land uses	5,406,756	6,800,000	+400,000	7,200,000
(7) Forest fire protection	15,577,095	20,390,000	+1,400,000	21,790,000
(8) Structural improvements for fire and general purposes (construction and maintenance)	10,839,278	11,781,000	+359,000	12,140,000
(9) Rehabilitation of burns	1,242,596	1,050,000		1,050,000
Subtotal	84,921,312	113,691,000	+11,499,000	125,190,000
Deduct amount advanced from "Cooperative range improvements"	−700,000	−700,000		−700,000
Subtotal, national forest protection and management	84,221,312	112,991,000	+11,499,000	124,490,000
(b) Fighting forest fires	39,530,024	5,000,000		5,000,000
(c) Insect and disease control:				
(1) White pine blister rust control	3,244,970	[1] 3,365,000	+100,000	[1] 3,465,000
(2) Other pest control	4,115,463	[2] 5,985,000	+1,300,000	[2] 7,285,000
Subtotal, insect and disease control	7,360,433	9,350,000	+1,400,000	10,750,000
(d) Acquisition of lands (Weeks Act)	99,508	300,000	+200,000	500,000
Subtotal	131,211,277	127,641,000	+13,099,000	140,740,000
Deduct amount advanced from "Expenses, brush disposal" for fighting forest fires	−2,838,024			
Total, forest land management	128,373,253	127,641,000	+13,099,000	140,740,000
2. Forest research:				
(a) Forest and range management research	8,683,625	9,737,000	+477,000	10,214,000
(b) Forest protection research:				
(1) Forest fire research	1,018,020	1,349,000	+130,000	1,479,000
(2) Forest insect research	1,135,088	1,590,000	+135,000	1,725,000
(3) Forest disease research	1,007,753	1,405,000	+120,000	1,525,000
Subtotal, forest protection research	3,160,861	4,344,000	+385,000	4,729,000
(c) Forest products and engineering research	3,420,408	4,477,000	+240,000	4,717,000

See footnote at end of table.

Project statement—Continued

Project	1961	1962 estimated	Increase or decrease	1963 estimated
2. Forest research—Continued				
(*d*) Forest resources research:				
(1) Forest survey	$1,519,259	$1,583,000		$1,583,000
(2) Economics research	644,152	1,032,000	+$125,000	1,157,000
Subtotal, forest resources research	2,163,411	2,615,000	+125,000	2,740,000
(*e*) Forest research construction	1,238,386	5,195,000	−4,445,000	750,000
Total, forest research	18,666,691	26,368,000	−3,218,000	23,150,000
3. State and private forestry cooperation:				
(*a*) Cooperation in forest fire control	10,134,523	12,465,500		12,465,500
(*b*) Cooperation in forest tree planting	293,863	296,000		296,000
(*c*) Cooperation in forest management and processing	1,548,500	2,500,000		2,500,000
(*d*) General forestry assistance	406,769	538,500		538,500
Total, State, and private forestry cooperation	12,383,655	15,800,000		15,800,000
Total, forest protection and utilization [3]	159,423,599	169,809,000	+9,881,000	179,690,000
Unobligated balance lapsing	252,901			
Total available or estimate	159,676,500	169,809,000	+9,881,000	179,690,000
Transferred to "Operating expenses, Public Buildings Service," General Services Administration		359,000		
Total appropriation or estimate	159,676,500	170,168,000		

[1] Includes allocations to the Department of the Interior: 1962, $368,700; 1963, $353,000.
[2] Includes allocations to the Department of the Interior: 1962, $347,500; 1963, $400,000.
[3] Represents obligations. Applied costs for 1961 are $156,979,513. The difference of $2,444,086 reflects, primarily, contracts made and orders placed in 1961 over contractual services and equipment used in that year.

INCREASES AND DECREASES

The net increase of $9,881,000 in the forest protection and utilization appropriation is distributed as follows:

Development program for the national forests	+$13,099,000
National forestry research program	−3,218,000
Total	9,881,000

This net increase, together with the increase of $2,500,000 shown in the appropriation "Forest roads and trails," and the increase of $1,750,000 in the appropriation "Acquisition of lands for Superior National Forest" is needed for the orderly fulfillment of the development program for the national forests and the national forestry research program. The original program for the national forests, as submitted to the Congress in March 1959, has been revised so as to provide for major needs where these were not previously recognized in full and where subsequent surveys and trends have indicated a higher level of need. Cost estimates based upon 1958 dollars have been adjusted to 1961 operating and development costs. The need for this revision was made clear in President Kennedy's special message on "Natural Resources" of February 23, 1961, and the President's March 16, 1961 agriculture message to Congress. The revised program for development of the national forests was submitted to the Congress by the President on September 21, 1961.

In order to more clearly and adequately present this program, the revision has been developed in two parts:

1. The development program for the national forests

The development program includes all the renewable resources of the national forest system—water, timber, recreation, forage, and wildlife habitat. The program provides for the continued orderly use and development of the renewable resources of the national forests and national grasslands in accordance with the basic conservation principles under the Multiple Use-Sustained Yield Act of June 12, 1960 (Public Law 86-517). The accomplishments under this program over the next 10 years will largely determine whether those vastly important public lands will contribute by the year 2000 their fair share to a greatly expanded national economy and public need.

2. A national forestry research program

This program includes the research needed to adequately support forestry activities, whether on national forests and other public lands or on private lands, including especially the farms and other small private woodlands. This program covers all the research for which the Forest Service has responsibility. It embraces most aspects of all major problems of forests and associated rangelands. It does not include the related research that is the assigned responsibility of other Federal agencies.

Fiscal year 1962 appropriations recognized the urgent need for this accelerated program by providing obligational authority to a level of 97.1 percent of that planned for the year. However, cumulative through 1962, total implementation has been approximately $2.74 million behind schedule. This is primarily due to the fact that the Federal Highway Act authorization of $35 million for fiscal year 1962 and $40 million for fiscal year 1963 did not permit acceleration of the forest roads and trails financing to the level needed to meet the needs as recognized in the program for the national forests. The fiscal year 1963 authorization would have to be amended from $40 million to $50 million to bring this activity reasonably near the level of financing necessary to keep pace with the needs of the program.

The following exhibits reflect (1) the status of the program through 1962, (2) a comparison of the 1962 planned and financed levels, and (3) a comparative table showing the distribution by program activities of—

(*a*) Maximum annual level of $320.6 million as reflected in the original plan. This level was planned to be reached in 5 years (fiscal year 1965);

(*b*) Maximum annual level of $561.1 million as reflected in the revised plans. This level of financing is planned to be reached in 10 years (1972);

(*c*) Level of financing proposed for fiscal year 1963; and

(*d*) Amount remaining to be implemented in subsequent years.

EXHIBIT 1

Status of implementation of national forest program, 1962

	Forest land management				Forest Research	Road program			Special acquisition	Total National forest program
	National forest protection and management	Insect and disease control	Weeks Act acquisition	Total		Roads and trails	Access roads	Total		
1960:										
National forest plan base	$67,534,000	$4,000,000	$100,000	$71,634,000	$7,013,200	$35,400,000		$35,400,000	$60,000	$114,107,200
Level of financing	70,534,000	5,000,000	100,000	75,634,000	7,513,200	39,860,000	$1,000,000	40,860,000	60,000	124,067,200
Advance implementation	3,000,000	1,000,000		4,000,000	500,000	4,460,000	1,000,000	5,460,000		9,960,000
1961:										
Proposed level, 1st year	88,284,000	5,500,000	100,000	93,884,000	13,513,200	47,000,000		47,000,000	1,010,000	155,407,200
Level of financing	85,337,900	5,370,000	100,000	90,807,900	11,745,800	44,170,000	1,000,000	45,170,000	760,000	148,483,700
Difference	−2,946,100	−130,000		−3,076,100	−1,767,400	−2,830,000	+1,000,000	−1,830,000	−250,000	−6,923,500
1962:										
Proposed level, 2d year	114,597,200	6,000,000	100,000	120,697,200	18,800,000	56,700,000		56,700,000	510,000	196,707,200
Level of financing	[1] 114,050,000	7,468,200	300,000	121,818,200	19,335,800	[2] 47,520,000	2,000,000	[2] 49,520,000	260,000	190,934,000
Difference	−547,200	+1,468,200	+200,000	+1,121,000	+535,800	−9,180,000	+2,000,000	−7,180,000	−250,000	−5,773,200
Cumulative status 1960–62	−493,300	+2,338,200	+200,000	+2,044,900	−731,600	−7,550,000	−4,000,000	−3,550,000	−500,000	−2,736,700

[1] Includes $359,000 transferred to General Services Administration for space rental.

[2] Includes:

Forest roads and trails appropriation	$35,000,000
Advance of fiscal year 1963 Federal Highway Act contract authorization	[a] 2,500,000
Roads and trails for States (10 percent)	10,020,000
Total	47,520,000

[a] Unfunded.

EXHIBIT 2

Financing of national forest program, fiscal year 1962

	Planned level	Financed level	Difference	Percent financed
Forest land management:				
National forest protection and management:				
Timber resource management:				
(a) Sales administration and management	$21,541,000	$22,780,000	$1,239,000	105.8
(b) Reforestation and stand improvement	13,945,200	12,750,000	−1,195,200	91.4
Subtotal, timber resource management	35,486,200	35,530,000	43,800	100.1
Recreation-public use	20,647,000	20,500,000	−147,000	99.3
Wildlife habitat management	3,632,000	3,220,000	−412,000	88.7
Range resource management:				
(a) Management	4,671,000	4,610,000	−61,000	98.7
(b) Revegetation	2,453,000	2,540,000	87,000	103.6
(c) Improvements	3,403,000	3,180,000	−223,000	93.4
Subtotal, range resource management	10,527,000	10,330,000	−197,000	98.1
Soil and water management	4,584,000	4,090,000	−494,000	89.2
Mineral claims, leases, and other land uses	7,031,000	6,800,000	−231,000	96.7
Forest fire protection	19,343,000	20,390,000	1,047,000	105.4
Structural improvements for fire and general purposes	13,347,000	12,140,000	−1,207,000	91.0
Rehabilitation of burns		1,050,000	1,050,000	
Total, national forest protection and management	114,597,200	114,050,000	−547,200	99.5
Insect and disease control:				
White pine blister rust control	3,253,700	3,365,000		
Less private land excluded in plan base	−1,153,700	−1,153,700		
Subtotal	2,100,000	2,211,300	111,300	105.3
Other pest control	4,628,100	5,985,000		
Less private land excluded in plan-base	−728,100	−728,100		
Subtotal	3,900,000	5,256,900	1,356,900	134.8
Total, insect and disease control	6,000,000	7,468,200	1,468,200	124.5
Acquisition of lands, Weeks Act	100,000	300,000	200,000	300.0
Total, forest land management	120,697,200	121,818,200	1,121,000	100.9
Forest research:				
Forest and range management research	10,495,600	9,737,000		
Less amounts not included in national forest plan	−3,440,000	−3,440,000		
Subtotal	7,055,600	6,297,000	−758,600	89.2
Forest protection research:				
Forest fire research	1,459,400	1,349,000		
Less amounts not included in national forest plan	−271,500	−271,500		
Subtotal	1,187,900	1,077,500	−110,400	90.7
Forest insect research	1,558,400	1,590,000		
Less amounts not included in national forest plan	−316,500	−316,500		
Subtotal	1,241,900	1,273,500	31,600	102.5
Forest disease research	1,122,200	1,405,000		
Less amounts not included in national forest plan	−256,000	−256,000		
Subtotal	866,200	1,149,000	282,800	132.6
Subtotal, forest protection research	3,296,000	3,500,000	204,000	106.2
Forest products utilization research	4,879,700	4,477,000		
Less amounts not included in national forest plan	−1,416,200	−1,416,200		
Subtotal	3,463,500	3,060,800	−402,700	88.4

Financing of national forest program, fiscal year 1962—Continued

	Planned level	Financed level	Difference	Percent financed
Forest research—Continued				
Forest resources research:				
Forest survey	$1,519,000	$1,583,000		
Less amounts not included in national forest plan	−1,050,000	−1,050,000		
Subtotal	469,000	533,000	$64,000	113.6
Economics research	997,900	1,032,000		
Less amounts not included in national forest plan	−282,000	−282,000		
Subtotal	715,900	750,000	34,100	104.8
Subtotal, Forest resources research	1,184,900	1,283,000	98,100	108.3
Forest research construction	3,800,000	5,195,000	1,395,000	136.7
Total, forest research	18,800,000	19,335,800	535,800	102.8
Roads and trails	56,700,000	[1] 47,520,000	−9,180,000	
Access roads		2,000,000	2,000,000	
Total, road and trail program	56,700,000	[1] 49,520,000	−7,180,000	87.3
Acquisition of lands, special acts	10,000	10,000		100.0
Acquisition of lands, Superior National Forest	500,000	250,000	−250,000	50.0
Total, special acquisition	510,000	260,000	−250,000	51.0
Total, national forest program, fiscal year 1962	196,707,200	190,934,000	−5,773,200	97.1

[1] Includes $2,500,000 advance of the fiscal year 1963 contract authorization (unfunded) as provided in the Federal Highway Act of 1960.

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EXHIBIT 3

Development program for the national forests and the national forestry research program

[The following table shows the relationship between the maximum annual level of financing proposed in the program for the national forests and the maximum annual level of financing proposed in the revised programs. It also reflects the relationship of the amounts proposed for 1963 and the amount remaining to be implemented in subsequent years. In developing the program for the national forests, research work relating to non-national forest lands was excluded from the plan. The revised plan combines forestry research for both national forest and non-national forest lands to more adequately present the entire forestry research need. The adjustment shown in col. 2 below adds back the portion of the financing considered as being applicable to non-national forest lands in the original program to provide a common comparative cost base between the original program—col. 3—and the programs as revised—col. 4.]

Appropriation item	Maximum annual level proposed in original national forest program (5 years) (1)	Adjust for non-national forest land research not included in national forest program (2)	Maximum annual level adjusted comparable to proposed levels of revised programs (3)	Maximum annual level proposed for revised programs (1972) (4)	Proposed level of financing 1963 (5)	Amount remaining to be implemented in subsequent years col. (4) minus col. (5) (6)
Forest protection and utilization:						
Forest land management:						
National forest protection and management:						
Timber resource management:						
(a) Sales administration and management	$26,919,000		$26,919,000	$41,229,000	$23,180,000	$18,049,000
(b) Reforestation and stand improvement	41,119,000		41,119,000	49,307,000	15,250,000	34,057,000
Recreation, public use	31,065,000		31,065,000	96,380,000	26,120,000	70,260,000
Wildlife habitat management	7,333,000		7,333,000	7,989,000	3,420,000	4,569,000
Range resource management:						
(a) Management	7,365,000		7,365,000	7,477,000	4,710,000	2,767,000
(b) Revegetation	3,683,000		3,683,000	3,315,000	2,660,000	655,000
(c) Improvements	5,400,000		5,400,000	5,121,000	3,180,000	1,941,000
Soil and water management	11,106,000		11,106,000	11,854,000	4,490,000	7,364,000
Mineral claims, leases, and other land uses	11,715,000		11,715,000	13,661,000	7,200,000	6,461,000
Forest fire protection	28,855,000		28,855,000	41,250,000	21,790,000	19,460,000
Structural improvements for fire and general purposes (construction and maintenance)	18,630,000		18,630,000	19,572,000	12,140,000	7,432,000
Rehabilitation of burns				1,050,000	1,050,000	
Subtotal, national forest protection and management	193,190,000		193,190,000	298,205,000	[1] 125,190,000	173,015,000
Insect and disease control:						
White pine blister rust control	2,500,000		2,500,000	2,842,000	2,438,000	404,000
Other pest control	6,500,000		6,500,000	7,508,000	6,112,000	1,396,000
Subtotal, insect and disease control	9,000,000		9,000,000	10,350,000	[2] 8,550,000	1,800,000
Acquisition of lands (Weeks Act)	100,000		100,000	8,125,000	500,000	7,625,000
Total, forest land management	202,290,000		202,290,000	316,680,000	134,240,000	182,440,000

Forest research:						
Forest and range management research	13,835,000	$3,440,000	17,275,000	33,705,000	10,214,000	23,491,000
Forest protection research:						
Forest fire research	2,200,000	271,500	2,471,500	5,190,000	1,479,000	3,711,000
Forest insect research	2,208,000	316,500	2,524,500	7,125,000	1,725,000	5,400,000
Forest disease research	1,440,000	256,000	1,696,000	5,925,000	1,525,000	4,400,000
Subtotal, forest protection research	5,848,000	844,000	6,692,000	18,240,000	4,729,000	13,511,000
Forest products and engineering research	7,338,000	1,397,200	8,735,200	19,210,000	4,717,000	14,493,000
Forest resources research:						
Forest survey	469,000	1,050,000	1,519,000	2,560,000	1,583,000	977,000
Marketing and economics research	1,850,000	282,000	2,132,000	6,285,000	1,157,000	5,128,000
Subtotal, forest resources research	2,319,000	1,332,000	3,651,000	8,845,000	2,740,000	6,105,000
Subtotal, research program	29,340,000	7,013,200	36,353,200	80,000,000	22,400,000	57,600,000
Forest research construction	3,960,000		3,960,000		750,000	−750,000
Total, forest research	33,300,000	7,013,200	40,313,200	80,000,000	23,150,000	56,850,000
Total, forest protection and utilization	235,590,000	7,013,200	242,603,200	396,680,000	157,390,000	239,290,000
Forest roads and trails, including "Roads and Trails for States" (10 percent)	85,000,000		85,000,000	164,370,000	[3] 49,100,000	115,270,000
Access roads					2,000,000	−2,000,000
Total road program	85,000,000		85,000,000	164,370,000	[3] 51,100,000	113,270,000
Acquisition of lands for national forests, special acts	10,000		10,000	10,000	10,000	
Acquisition of lands for Superior National Forest					2,000,000	−2,000,000
Total included in programs	320,600,000	7,013,200	327,613,200	561,060,000	210,500,000	350,560,000
Reconciliation to the 1963 budget estimates:						
Insect and disease control on lands not administered by the Forest Service					+2,200,000	
States and private forestry cooperation					+15,800,000	
Assistance to States for tree planting					+1,000,000	
Amount for fighting forest fires not included in the program because of the emergency nature of this fund					+5,000,000	
Less 10 percent of national forest receipts included in program but not in regularly appropriated funds					−11,600,000	
Total budget estimate (appropriated funds)					222,900,000	

[1] Includes $700,000 transferred from "Cooperative range improvements."
[2] Excludes $2,200,000 as explained in reconciliation at bottom of table.
[3] Does not include proposed amendment to increase the 1963 Federal Highway Act authorization by $10,000,000 of which $6,500,000 would be funded.

FOREST LAND MANAGEMENT

(1) An increase of $400,000 in timber sale administration and management would be used to increase the timber cut by 200 million board feet to a total of 9.7 billion board feet. This increased cut would be in special small and salvage sales. Further expansion of these sales to utilize material which otherwise will be lost by decay and to provide economic opportunities for small operators, particularly in rural redevelopment areas, is clearly advisable.

Following is a summary of the total program proposed for fiscal year 1963:

Regular sales:	
Sale preparation, 11.1 billion board feet at $0.51 per thousand	$5,661,000
Sale administration, 9 billion board feet at $1.49 per thousand	13,437,000
Advance sale preparation, 3 billion board feet at $0.23 per thousand	690,000
Special small and salvage sales:	
Sell and cut 700 million board feet	1,572,000
Timber inventories and management plans	1,820,000
Total	23,180,000

(2) An increase of $2,500,000 for reforestation and stand improvement would be used to implement the development program for the national forests by increasing rate of reforesting nonstocked and poorly stocked land and expanding badly needed cultural operations such as weeding, thinning, and release of young timber stands. Some of the increase is needed to develop nurseries to produce trees that must be available for the larger tree planting program.

The planned use of the proposed increase is:

Plant and seed to reforest an estimated 20,000 acres, including cost of trees and seed	$1,000,000
Release suppressed natural reproduction and planted stands from brush and worthless trees to increase growth on an estimated 43,000 acres	650,000
Thin young natural stands to increase growth on an estimated 28,500 acres	850,000

(3) An increase of $5,620,000 for recreation-public use would be used to accelerate the rehabilitation of wornout campground and picnic facilities; to provide for sanitation, cleanup, and maintenance of newly constructed areas and facilities; and to develop new sites to alleviate overcrowding and to properly meet expanding use (1960 use was 13 percent over 1959; additional increased use of 10 percent or more is indicated for 1961).

The rehabilitation program would be stepped up to accomplish the rehabilitation of 140 swimming, winter-sports, organization and other sites; and to perform major repair work on 24 recreation dams and reservoirs. Approximately $2,500,000 of the increase would be used for this rehabilitation program.

The expansion of existing recreation sites and development of new ones would provide 1,500 additional family camp and picnic units, accommodating 7,700 persons at one time, and about 1.3 million visits per season. Approximately $1,600,000 of the increase would be used for this purpose.

Due to increasing demands, additional emphasis is being placed on the development and administration of outstanding recreation sites such as Flaming Gorge, Madison River Earthquake Site, Mendenhall and Portage Glaciers, Shasta and Trinity Reservoirs, Current and Eleven Point Rivers, and Cumberland Reservoirs. Ten additional special areas and other important areas will be developed. At such sites there is need for more public services which are not measurable in terms of family units, such as an interpretive program, boat landings, bathhouses, overlooks, visitor centers, and so forth.

Increased recreation use and facilities accentuate the need for the preparation of management plans to coordinate overall multiple-use planning and development of the national forests. Forty national forest recreation management plans and 2,000 campground, picnic and other site plans needed in advance of the development program will be prepared in 1963.

Visitor Information Service would be expanded to include developments at some 50 sites where there is a concentrated demand for special facilities and services to enable the public to enjoy and understand the resources of the national forests. Museums, exhibits, nature trails, and information signs would

be developed to help the public understand the local history and the management of national forest resources.

(4) An increase of $200,000 for wildlife habitat mangement would be used to maintain and improve wildlife conditions on the national forests and national grasslands through direct habitat improvement projects.

Projects toward which these funds would be applied include permanent wildlife openings, 250 acres; prescribed burns, 20,000 acres; revegetation of key wildlife areas, 2,500 acres; aquatic plant control, 250 acres; small water developments, 100 units; fencing key game areas and stream bottoms, 3,000 acres; stream improvement, 30 miles.

(5) An increase of $100,000 in range resource management would be used to meet the increasing demands for more intensive management on the more than 11,000 national forest, national grassland, and other grazing allotments administered by the Forest Service. This would advance the rate of completion of range allotment analysis, reanalysis, and maintenance of management plans. Intensification of management of the range resource in coordination with other resources demands frequent reassessment of changing range resource conditions, incorporation of new findings into management plans, and implementation of these plans if the Forest Service is to adequately carry out its range management responsibilities.

(6) An increase of $120,000 for range revegetation would be used for revegetation of an estimated 12,000 acres of depleted national forest rangelands, either by reseeding of desirable grasses, eliminating undesirable brush, or a combination of both. This increase would accelerate the restoration of rangelands for good forage production and improved watershed conditions.

(7) An increase of $400,000 for soil and water management would be used to improve technical standards and criteria for protecting, restoring, and enhancing watershed conditions and applying them in watersheds on which activities such as road construction, timber harvesting, mining, recreation area development, and others are taking place to insure appropriate consideration of resource management and protection measures in multipurpose water development programs; for installation of water yield inventory facilities needed for administrative purposes on selected key watersheds; and to develop soil management interpretations essential to maximum use of soil survey data in ranger district multiple use management.

(8) An increase of $400,000 for mineral claims, leases, and other land uses. This item covers three major land administration activities, each of which is handled as an identifiable program, and each of which is an essential part of a balanced program. The three activities are (*a*) mineral claims, leases, and special uses; (*b*) land classification and ownership adjustments; and (*c*) land surveys and mapping. The increase would be used as follows:

(*a*) $200,000 to accelerate action on mineral claims, leases, and special uses. Additional personnel would be assigned to conduct the necessary supervision and fieldwork required to insure adequate protection of Government-owned land and resources. Specifically involved are—

Supervision of the issurance and operation of mineral leases on acquired and public-domain lands administred by the Forest Service. Such leases now cover over 10 million acres and receipts credited to the national forest system were over $1 million in fiscal year 1961. In addition, an estimated $8 million is collected by the Bureau of Land Management for leases on public lands administered by the Forest Service. It is essential that careful thought be given to multiple-use land management before mineral leases are issued, to the protection of surface resources during the mining operation and to the rehabilitation of lands after completion of mining. The Forest Service issues and administers leases for common varieties of mineral materials on all lands under its jurisdiction. It acts as adviser and gives consent to leases for minerals, oil, and gas on acquired lands, and advises the Bureau of Land Management as to stipulations in leases on public-domain lands administered by the Forest Service. This work usually requires extensive field investigation and negotiations with applicants regarding stipulations necessary to protect Government-owned land and resources.

Status records showing the mineral ownership of some 20 million acres of acquired lands. Some of these minerals are very valuable and it is necessary to have accurate ownership records so that the property of the United States and the minerals owned by the United States may be fully protected. This work requires careful and time-consuming search of title records. It

may also involve litigation. A record system to serve these purposes has been devised and is being tested. This system would be implemented in 1963.

Supervision of operations of privately owned mineral rights on lands where the United States owns the surface. Millions of acres of acquired lands are involved and it is frequently necessary that the surface rights of the United States be protected from mineral operations of the owner of the minerals. This involves unauthorized activities and unauthorized damage to land and resources.

(*b*) $90,000 for land classification and ownership adjustments as follows:

A sum of $42,000 for expanding and accelerating the program of land exchange and landownership adjustments to consolidate and adjust the national forest ownership pattern for more efficient and economical administration. The expanding population growth and changing economic conditions have intensified the need for adjustments in national forest ownership. Much of the needed change can be accomplished through land exchanges which are mutually beneficial to the United States and the exchange proponents. The number of exchange proposals increases each year with the present annual level approximating 300 actionable cases. The 10-year objective in the national forest development program is to convey 1,500,000 acres of Federal lands in national forests and national grasslands in exchange for suitable lands now in private or other ownership to consolidate and improve the pattern of Government ownership. Current exchange accomplishments must be stepped-up to meet the objective.

For land classification, $26,000.—Land uses change as do economic conditions and numbers of people in related areas. These factors require that the Forest Service give close and continuing study to the problems relating to defining areas that might better serve the needs of the Nation if excluded from or included in the national forest and national grasslands systems. A small staff of specialists has been set up at regional office and forest levels to begin to meet this problem. The increase in this activity would provide for needed additional staffing at field locations where local adjustment problems are particularly acute and complex, and where policy decisions must be made in the very near future.

For land status records, $22,000.—Existing landownership and status records are inadequate to meet the needs of Forest Service land managers in planning for expanding resource development and use in protecting the interests of the United States in the land it owns and administers. A revised records system adequate to meet the need for readily available, complete, and accurate information has been developed and field tested. This system will now be applied servicewide. The increased funds in this activity would hasten the time when this badly needed system will be fully effective.

(*c*) $110,000 for land surveys and mapping as follows:

The land line location program of the Forest Service would be accelerated. The stepped-up program of land line location initiated in fiscal year 1958 has as its basic purposes the search for, proper identification and permanent marking of property and other land line courses. Increased land values, intensified land use, pressures for land and other ownership factors make it imperative that this work be speeded up. The 10-year objective is to establish and mark property corners and survey and post some 200,000 miles of property lines between national forest and other lands which are now inadequately located and marked. The increase in this activity is necessary to continue orderly progress toward the level of accomplishment that is needed to meet this objective.

The program to procure large-scale topographic maps of national forest and national grassland areas would be expanded and accelerated. Multiple-use plans are essential management requirements in the intensified use of resources of lands under the administration of the Forest Service. Topographic maps are required as a base for the preparation of these plans, and to provide elevational data essential to design of engineering projects and execution of management plans. Adequate maps are presently available for only approximately 35 percent of the areas under the administration of the Forest Service. The 10-year objective in the national forest development program is to obtain large-scale topographic maps for an area of approximately 355,600 square miles for which coverage is either nonexistent or unreliable. The present rate of topographic mapping on national forests and national grasslands will not meet this objective.

(9) An increase of $1,400,000 for forest fire protection would be used to further strengthen the fire control force to better meet critical fire situations, partic-

ularly in Western States. An amount of $28,728 is included in this item for reimbursing the employees' compensation fund, Department of Labor, for benefit payments made from that fund to employees of the Forest Service who were injured while in the performance of duty subsequent to December 1, 1960. Such reimbursement is required pursuant to provisions of Public Law 86-767, enacted September 13, 1960.

Severe drought conditions and the occurrence of a larger number of fires during the past 3 years have caused high firefighting costs and large losses of valuable resources. Emphasis will be on increasing the striking power of crews to stop fires while small and on building up the fire prevention effort to reduce the number of man-caused fires. More small crews, including some with helicopter transportation, will be provided in an effort to assure initial fast coverage of fires. There will also be provided more large, well-equipped, and trained crews at central locations to back up initial attack when the first crews are unable to stop fires. New equipment will be provided and work will be carried on to improve and modify equipment design. The current small-scale fuel cleanup and treatment program will be expanded to new areas to test and demonstrate possibilities of making extensive changes in fuel conditions as a means of stopping conflagration fires.

Following is a distribution of this proposed increase:

Initial attack	$650,000
Reinforcement crews	250,000
Prevention	350,000
Fuel treatment	150,000
Total	1,400,000

(*a*) *Initial attack, $650,000.*—The experiences of three severe forest fire seasons in Western States have demonstrated the need for further increased striking force of capable fire crews to attack fires while small. Well-trained crews strategically located have been effective in keeping most fires to small size with consequent low loss of resource. Increases planned for fiscal year 1963 provide more small crews in areas where likelihood of fires is greatest and fuel and weather conditions cause fires to spread rapidly. Many of these will have helicopter transportation to enable them to reach a larger area more quickly. One to three men will be added to many existing crews where strength is insufficient to meet needed attack strength. Seasons will be lengthened for some crews and for individual positions to better meet fire season requirements.

(*b*) *Reinforcement crews, $250,000.*—Large reinforcement crews specially prepared for the most difficult firefighting jobs were used in the emergency fire program of 1960 and again in 1961. As backup crews for initial attack units which could not control their fires on initial attack, these crews proved their value many times. The 1961 crews were on fire duty nearly continuously in July and August and handled the most difficult parts of fires under severe burning and working conditions. Five more such crews are planned for Utah, California, Idaho, Oregon, and Colorado. They will be centrally located for use over a wide area. The high standards of selecting, equipping, and training the men will be continued.

(*c*) *Fire prevention, $350,000.*—An average of 4,454 man-caused fires have occurred on Forest Service protected lands during the past 5 years. Many of these fires could have been prevented by an expanded prevention effort. Needed to provide an expanded prevention effort are:

1. *Extend the period of employment for prevention specialists.*—Some seasonal employees would be used year long and the employment period of others would be extended so as to provide more effective contact with residents and forest visitors and to work on particularly difficult fire occurrence situations.

2. *Intensify prevention training.*—Better techniques will make each prevention employee more effective. This training is to include thorough knowledge of fire laws and training in law enforcement approaches in dealing with the public.

3. *Employ additional prevention personnel to intensify the effort on specific problems.*—Some problems require special attention which they are not now receiving. For example, the incendiary fire problem in some Southern States; debris burning, especially by rural residents; and fires in connection with logging and lumbering operations where better inspection service should help reduce fires caused by defective equipment.

To cope with the expanded prevention effort needed, it is proposed to add to the personnel assigned to fire prevention.

(*d*) *Fuel treatment, $150,000.*—Experience has shown that the spread of a number of large, costly, and damaging fires can be directly attributed to large concentrations of fuels such as snags, brush, slash, or other debris. A program of cleanup is needed in some areas to fireproof roadside strips and other areas to prevent fires from starting and to make it possible to control more fires at small size.

This is a costly undertaking. More work is needed to determine costs and to provide areas which have been treated for this purpose as a basis of assessing effectiveness of treatment under operating conditions. A fuel treatment program is underway in California. This should be expanded to additional areas and other fuel types where fire potential is high. Treatment will consist of fuel reduction, fire barriers, water facilities, and helicopter spots on these trial areas.

(10) An increase of $359,000 in structural improvements for fire and general purposes would be used for construction of improvements to maintain balance with the increased national forest activities. Approximately $179,000 of this increase will be needed to reimburse the General Services Administration for leasing new office space for expanding Forest Service program activities at locations where the General Services Administration does not have available space facilities and would have to contract for the additional space. Construction funds would be used to construct housing units plus urgently needed service buildings, related improvements, communication systems, new buildings to house the Arcadia Equipment Development Center, a smokejumper base at Redmond, Oreg., and construction of airports and heliports which are highly essential to the fire control program and multiple-use management of the national forests.

An increase of $1,400,000 for insect and disease control would be used to strengthen two phases of the forest pest control program as follows:

White pine blister rust control	$100,000
Other pest control	1,300,000
Total	1,400,000

(11) White pine blister rust control: The recently developed use of antibiotic fungicides for control of blister rust on western white pine makes possible an increase in the scope of the control program with favorable cost benefit ratios in northern Idaho, western Montana, and eastern Washington. With ribes eradication as the only control measure, protection activities were limited to about 1 million acres of young stands in these States. Use of antibiotic fungicides now makes possible the rehabilitation of heavily infected stands over 20 years of age on an additional 1,500,000 acres without any ribes eradication treatment. The increase of $100,000 would be used to start rehabilitation work in western white pine stands now being destroyed by blister rust.

(12) Other pest control: Surveys completed in the fall of 1961 reveal serious uptrends in forest insect populations, particularly bark beetles, that are causing widespread damage to forest resources. In the West, mountain pine beetle, Engelmann spruce beetle, western pine beetle, and Ips outbreaks have "exploded" on national forests, Department of the Interior lands, and non-Federal lands in California, Colorado, Montana, New Mexico, Utah, and Wyoming. In the South, outbreaks of the southern pine beetle are severe on Federal and non-Federal lands in Alabama, Mississippi, North Carolina, South Caroline, and Texas. These outbreaks have been favored by prolonged drought periods, large forest fires, unusually mild winters, blowdowns, storms, and variations in the effectiveness of natural checks of parasites, predators, and diseases.

Projects to control many of these outbreaks are underway. Due to the limited availability of funds, it has been necessary to defer a great amount of control treatment from 1962 to 1963. However, if such control is not accomplished in 1963, ultimate control costs will be greater and timber resource losses will be extremely severe with corresponding detrimental effects on other important forest resources such as recreation values. The resulting areas of dead timber would materially increase the fire hazard with corresponding inceased fire suppression cost potential in these areas. Increased efforts on going projects, previously deferred projects, and newly discovered outbreaks will be necessary if severe losses are to be averted.

This increase of $1,300,000 would be used primarily on bark beetle control projects in Western and Southern States and for budworm control that could not be accomplished in 1962.

(13) An increase of $200,000 would be used to accelerate the program for acquisition of lands under the provisions of the Weeks law (16 U.S.C. 513–519, 521). Further consolidation of landownership within the national forest, and transfer of certain critical areas to public ownership, are urgently needed to permit the most effective use of areas now in public ownership, to permit productive use of lands now largely unmanaged and to permit more efficient administration of existing national forest lands. This program must be accelerated in order to facilitate national forest management and development, and to restore the lands to be acquired to full forest productivity as soon as possible.

FOREST RESEARCH

(14) An increase of $477,000 in forest and range management research made up as follows:

(*a*) An increase of $137,000 for forest management research would be used to attack some of the most urgent timber-growing problems that are in need of further research effort to guide expanding timber growing practices on the national forests and other forest lands. Included would be additional study of animal damage to forest trees in the Pacific Northwest and further development of methods to eliminate or reduce the damage; improvement of timber growing methods suitable for Alaska; better methods for establishment and management of tree plantations in Hawaii, Southwest, and Northeast; improved cultural methods for managing lodgepole and ponderosa pine in the Northwest; and strengthened genetics research aimed at improving pines and the development of superior races through controlled breeding.

(*b*) An increase of $135,000 for strengthening research on pressing watershed management problems including improvement of water yield and reduction of flood runoff in the Ozark-Ouachita uplands and southern Appalachians; management of highly productive timbered watersheds of the west slope of the Sierra Nevada in California; development of better techniques for restoring depleted and severely eroded forest and related rangeland and watersheds to good hydrologic condition in the intermountain area of the West; and improvement of methods for reducing erosion and sedimentation in the coniferous forests of the Cascade Mountains.

(*c*) An increase of $75,000 in range management research would provide for additional study aimed at better management of pinyon-juniper and chaparral-covered ranges of the Southwest which have been converted to forage for improved water yield; for a more intensive attack on high priority problems of managing alpine sheep and cattle ranges in Wyoming and Montana, and perennial bunch grass ranges of the eastern Sierras; and for improving methods of managing piney woods grazing in Florida.

(*d*) An increase of $50,000 in wildlife habitat management research would be used to find better methods for managing and improving deer and elk habitat in California and Oregon especially on forest ranges also used by domestic livestock; and to strengthen studies directed toward better deer habitat management in Texas and other parts of the South.

(*e*) An increase of $80,000 to intensify research on the most urgent problems of forest recreation including determination of ways to protect campgrounds from damage caused by heavy and concentrated use especially in the Northeast, Central States, and Lake States; to devise inexpensive and dependable ways to measure recreational use and the types of recreational facilities needed to handle large numbers of recreationists in the Western United States; and to devise methods for assessing the recreational capacity of various types of forest environments such as lakes, streams, wilderness areas, and other special areas of high recreation potential in the West, prior to their development.

(15) An increase of $130,000 for forest fire research would be used to improve methods of preventing and controlling runaway fires that cause excessive losses and require large expenditures for control. Research would be intensified on finding what factors are involved in the evolution of lightning storms and how these storms might be modified to reduce lightning fires that are a serious problem in the West. Additional research would be done on preventing man-caused fires in California and in improving fire retardant chemicals and methods of aerial fire control, especially for western situations. Better techniques would be sought to guide the use of controlled fire to reduce critical fuel accumulations in the Northwest and southern Rocky Mountains.

(16) An increase of $135,000 for forest insect research would be used to further intensify research on the most troublesome forest insect pests including the de-

velopment of methods of biological control in the Northwest through the use of predators, parasites, or diseases of the insects themselves; development of superior chemical formulations for direct control of pests that attack southern hardwoods and that destroy wood products; determination of the manner by which systemic chemicals (substances injected into or assimilated by trees) might be used as a cheaper and more effective insect control in the Central States and adjacent regions; and for exploration into methods for increasing effectiveness of control of forest insects by irradiation and chemosterilant tecnhiques.

(17) An increase of $120,000 for forest disease research would give additional impetus to studies to reduce losses to commercial forests from root rots. Particular emphasis would be placed upon annosus root rot in the Southeast and on various soil-borne diseases in the Northwest. Efforts would be intensified to prevent or control diseases such as oak wilt and various cankers and blights that kill or seriously degrade valuable hardwoods in the East and South. Study of destructive rusts that attack western conifers would also be stepped up.

(18) An increase of $240,000 for forest products and engineering research would be used as follows:

(*a*) An increase of $200,000 for forest products utilization research would provide a more adequate basis for conducting the national program for the development of log and tree grades which will be used in establishing highest quality use for timber products. Critical field problems that prevent progress toward more complete utilization of wood in the Lake States and Northeast would receive more intensive study. Special attention would be given to development of knowledge and techniques leading to improved seasoning, conversion, and processing of southern pine into a greater variety of more usable products. The proposed increase would also accelerate study of the specific gravity and other strength properties of important western conifers so that regional variations in strength characteristics can be identified. This information will guide the development of sound specifications for use of wood in structures and aid the marketing of lumber from timber, much of which is drawn from national forests. This is a cooperative program with the forest products industry handling much of the fieldwork and the Forest Products Laboratory doing the laboratory phases of the study.

(*b*) An increase of $40,000 for forest engineering research would permit study of road design and ways to improve timber harvesting methods in steep terrain of the Rocky Mountains to preserve the soil and water resource. Study would be intensified in the use of helicopters as a possible method of log transport in inaccessible areas of the West or as a means to avoid watershed damage on unstable soils.

(19) An increase of $125,000 in forest resources research would be used as follows:

(*a*) An increase of $15,000 for forest economics research would strengthen the study of evaluation of multiple forest uses on critical watersheds in the Southwest, working toward methods to guide optimum resource management practices.

(*b*) An increase of $110,000 for marketing research would make possible expanded research in areas of severe underemployment and underdevelopment in the Appalachian Highland region and Lake States. Specific studies would include analysis of timber resources and markets to appraise potentials for industry expansion, design and testing of new and better ways of organizing timber harvesting and transportation operations from stump to market, and the development of new markets for little used elements of the timber resource.

(20) A decrease of $4,445,000 for forest research construction. This program for fiscal year 1963 would be $750,000, to be used for providing auxiliary facilities and scientific equipment at the locations shown.

Location and facility	1962 estimate	Increase or decrease	1963 estimate
(a) Athens, Ga.: Equipment and auxiliary facilities for laboratory			$250,000
(b) Bluefield-Princeton, W. Va.: Timber products concentration yard, auxiliary facilities and equipment			150,000
(c) Corvallis, Oreg.: Scientific equipment and auxiliary facilities			80,000
(d) Delaware, Ohio: Headhouse and greenhouses			64,000
(e) Olustee, Fla.: Greenhouse, insectary, and scientific equipment			35,000
(f) Research triangle, North Carolina: Scientific equipment and auxiliary facilities			126,000
(g) Stoneville, Miss.: Scientific equipment			45,000
Total	$5,195,000	−4,445,000	750,000

(a) *Athens, Ga., scientific equipment for laboratory and auxiliary facilities, $250,000.*—The research equipment and auxiliary facilities, including greenhouse, insectary, storage for inflammables, and other service buildings would make this laboratory, now under construction, fully effective. The program here includes studies of the silviculture of southern Piedmont hardwoods, including regeneration; control of insects such as hardwood borers and insects affecting nurseries and plantations; control of southern pine tree diseases such as annosus root rot, littleleaf, rusts of seeds, cones, nursery stock, and advance tree growth; studies of timber growth and quality relationships, and seasoning and other wood moisture problems. The auxiliary structures would be on federally owned land on the campus of the University of Georgia.

(b) *Bluefield-Princeton, W. Va., timber products concentration yard, auxiliary facilities and equipment, $150,000.*—The development of timber products concentration yard, with the necessary equipment and facilities, would complete the marketing research facility under construction in fiscal year 1962. The research program here includes pilot plant studies of timber market development, beginning with research on timber harvesting methods, transportation, log handling, upgrading of low quality material by sorting and processing, and studies of improving marketing practices. Related research includes feasibility studies of new and expanded wood-using industries in areas of underemployment in the Appalachian region. The facility and research equipment proposed would be on Federal land.

(c) *Corvallis, Oreg., scientific equipment and greenhouse, $80,000.*—Modern scientific instruments and equipment and a headhouse-greenhouse are needed to round out the laboratory now nearing completion. They are especially important in the research on development of biological control methods of forest pests, particularly the western bark beetles which kill billions of board feet of timber each year in the West. Root rots and heart rots and their control are being studied in the disease research program. The equipment and facilities would make the present laboratory fully effective. The headhouse-greenhouse would be placed on land under long-term lease.

(d) *Delaware, Ohio, headhouse and greenhouses, $64,000.*—These facilities are needed to fully implement the programs now underway at this laboratory. Research would benefit from these greenhouses which are necessary to controlled experiments involving the use of plant materials year round. The research program here is aimed at control of insects and diseases that kill trees, degrade timber crops, and retard growth of the Central States forests. Emphasis is given to pest control in coniferous plantations through the use of biological control methods. Research on Dutch elm disease and oak wilt is centered here. These supplementary research facilities would be adjacent to the laboratory which is on federally owned land.

(e) *Olustee, Fla., greenhouse, insectary, scientific equipment, $35,000.*—The greenhouse, insectary, and scientific equipment would provide specialized facilities needed to make the program fully effective. This includes study of genetic improvement of southern pine for oleoresin production, production and protection of cones and seeds of pines from insect and disease pests, especially in seed orchards, and factors responsible for the survival and rapid growth of planted

pine seedlings. The facilities would be an integral part of the present laboratory at Olustee, on federally owned land.

(*f*) *Research triangle* (*Durham-Raleigh*) *North Carolina, scientific equipment and auxiliary facilities, $126,000.*—Scientific equipment, insectary, and head-house-greenhouse combination are the specialized facilities needed to make the program at this laboratory fully effective. The laboratory is nearing completion. Research here emphasizes the study of forest insect and disease problems, and factors affecting forest growth in the Southern and Eastern States. The laboratory building is on federally owned land.

(*g*) *Stoneville, Miss., scientific equipment, $45,000.*—The scientific equipment would make the present laboratory constructed with fiscal year 1961 funds fully effective. The program at Stoneville includes studies of management, protection, and improvement of bottom land hardwoods, correlation of soil characteristics with growth of timber species to furnish guides for cultural practices, and on improving the utilization of important bottom land species. The equipment would be installed in the present laboratory building which is on federally owned land.

Obligations, insect and disease control funds (exclusive of white pine blister rust control) fiscal year 1961 and estimates for fiscal years 1962 and 1963

Project	1961	1962 estimated [1]	1963 estimated [1]
Forest insects feeding on or under the bark: [2]			
Northern Rocky Mountain States	$61,323	$55,000	$50,000
Rocky Mountain States	142,172	140,000	230,000
Southwestern States	56,168	195,000	63,000
Intermountain States	1,174,407	1,713,500	1,950,000
California	396,865	291,000	300,000
Pacific Northwest States	22,792	20,000	25,000
Eastern States	1,551	3,000	14,000
Southern States	238,798	280,000	300,000
Forest insects feeding on cones, seeds, buds, foliage or shoots: [3]			
Northern Rocky Mountain States	14,269	479,000	517,000
Rocky Mountain States	4,595	63,000	400,000
Southwestern States	6,526	440,000	300,000
Intermountain States	3,300		500,000
California	972		10,000
Pacific Northwest States	78,697	121,000	46,000
Eastern States	32,924	30,000	27,000
Southern States	14,656	35,000	73,000
North Central States	30,315	235,000	200,000
Alaska	9,601	5,000	30,000
Forest tree diseases: [4]			
Northern Rocky Mountain States			15,000
Rocky Mountain States	513		15,000
Intermountain States	995	4,000	5,000
Pacific Northwest States	43,164	44,000	50,000
California	15,000	10,000	15,000
Eastern States	86,204	86,000	90,000
Southern States	13,956	13,000	20,000
Administration, surveys, and pre-control work [5]	1,381,010	1,375,000	1,640,000
Department of Interior insect and disease projects	284,690	347,500	400,000
Total available or estimated	4,115,463	5,985,000	7,285,000

[1] Estimates of project needs are forecast a year or more in advance of anticipated needs and are always subject to fluctuations. Adjustments are made between projects as necessary depending on discovery of new outbreaks and expanded needs on approved projects. In addition to these amounts, a supplemental appropriation of $1,000,000 will be proposed for fiscal year 1962 to meet emergency control needs.

[2] Includes mountain pine, western pine, Engelmann spruce, southern pine, black turpentine, and other beetles, Ips, flatheaded borers, balsam woolly aphid, and scale insects.

[3] Includes spruce budworm, jackpine budworm, Douglas-fir tussock moth, elm spanworm, sawflies, Saratoga spittlebug, European pine shoot moth, white pine weevil, reproduction weevil, and seed and cone insects.

[4] Includes oakwilt, dwarfmistletoe, and *Fomes annosus*.

[5] This item provides for administration of the Forest Pest Control Act, for continuous precontrol activities, for quick action on many projects nationwide to stop outbreaks while they are small, and for detection and evaluation surveys.

EFFECTIVE USE OF 1962 INCREASES

Chairman HAYDEN. Have you any comment on that?

Mr. MCARDLE. No, sir. I think we are prepared to proceed immediately to questioning, if that is your wish.

Chairman HAYDEN. Very well.

Has the Forest Service been able to make effective and efficient use of the fiscal year 1962 increases supported by this committee?

Mr. MCARDLE. Emphatically yes, Mr. Chairman. I would be glad to submit a statement, if you like, but just from memory, I could give you a few items. For example, on tree planting and reforestation we have made more progress in the past year than we have ever done in any year before, an increase over the previous year of something like 50 percent. In timber stand improvement, which includes thinning and other work aimed at putting forests in condition to produce good crops of good trees, an operation which will bring back millions and millions of dollars in the years ahead, we made a 256-percent increase over the previous year. And I think that the reports coming in now will raise that percentage still higher.

In revegetation of rangelands, we made a 64-percent increase over the previous year. We did a complete job of cleanup and maintenance of something like 6,000 campgrounds. We rehabilitated and built more than 13,000 new family camping and picnicking units.

We did a great deal of improvement in fire control work.

There was tremendous encouragement of planting of trees on privately owned lands through a special appropriation that this committee made last year.

Research went forward in fine fashion last year. We are building new facilities now at, as I recall, 16 different locations, and all of our research programs were intensified.

I could stretch this out at great length, Mr. Chairman, but I simply say again, as I said at the beginning: emphatically yes, the increases provided by this committee have resulted in tremendous improvements right out on the ground.

MAJOR CHANGES IN FINANCING

Chairman HAYDEN. From the information shown in exhibit 2 of the explanatory notes, financing of the national forest program was about on schedule in the fiscal year 1962. Last fall Congress received a revision of the national forest program. What were the major changes?

Mr. MCARDLE. The main changes, Mr. Chairman, are listed in the President's letter, and also in the preface to this program in detail. But briefly, the major changes are to substantially broaden and increase the emphasis on recreation resource management, to increase the road and trail program, and to provide for land acquisition inside the national forests to block out the public land holdings.

Research also was eliminated from this particular program, with the thought that a separate program for research comparable to the national forest program would be sent by the President to the Congress.

Chairman HAYDEN. How does the financing proposed in the 1963 budget report compare with the 1963 level of financing that would be needed to keep the national forest program on schedule within this revised plan?

Mr. McARDLE. Mr. Chairman, it is a little difficult to compare these directly, because we have taken research out of the present national forest development program, with the idea of having a separate research program, and in the previous one, about two-thirds of our total research program was included.

But in essence, I think the comparison might be expressed this way: In fiscal year 1962, the current fiscal year, we are 97 percent on schedule, due largely, if I may be permitted this comment in my last time before this committee—due largely to the insistence of this committee that the program be as near on schedule as possible.

This coming fiscal year, 1963, the budget proposals would have us about 89 percent on schedule so far as only the national forest portions are concerned. That 89 percent includes a proposed $10 million Highway Act increase. I have included that. If that increase in roads were left out, the percentage of being on schedule would drop to about 84 percent.

Research under the proposed 1963 budget will be about two-thirds on schedule. I can give you more details, Mr. Chairman, but I thought maybe you just wanted the overall picture.

Chairman HAYDEN. I did.

Mr. McARDLE. This year 97 percent, 89 percent next year, and research about two-thirds on schedule.

STATUS OF RESEARCH PROGRAM

Chairman HAYDEN. In the preface of the revised development program for national forests, it is stated that research is not included, since a complete research program is to be submitted at an early date. What is the status of the proposed program?

Mr. McARDLE. The proposed program, Mr. Chairman, was sent by Secretary Freeman to the White House last fall, and it is now being reviewed by some of the President's Science Committees. I do not know the exact status at the moment. We had hoped to get it to the committee before these hearings, but that was not possible.

Dr. WELCH. Mr. Chairman, I might say the research program for forestry is being examined and reappraised along with the program for the Department of Agriculture, and we expect and hope to have a report on this at an early date.

EXISTING AND PLANNED NURSERIES

Chairman HAYDEN. Part of the funds asked for reforestation and stand improvement will be used to develop nurseries to produce trees to meet the demands of a larger tree-planting program. Please include for the record a list of the nurseries proposed, and the cost of each of them. It would be well to place in the record a list of existing as well as planned nurseries.

Mr. McARDLE. We will do that sir.

(The list referred to follows:)

Statement on Forest Service tree nurseries

Nurseries to be constructed or under construction	Construction costs, fiscal year 1962 (estimated)	Proposed construction costs, fiscal year 1963
Coeur d'Alene (Idaho) north	$460,000	$300,000
Lucky Peak (Idaho) south	230,000	110,000
Basalt (Colorado) west side	460,000	270,000
Humboldt (California) north [1]	55,000	
Total	1,205,000	680,000

[1] To be operated on leased land until permanent nursery site can be acquired.

NOTE.—Completion of these 4 nursery construction projects in fiscal year 1963 as planned, will increase total annual production at Forest Service nurseries by an estimated 83,000,000 trees to a total of 233,000,000 trees.

OPERATING NURSERIES

1. Savenac (Montana)
2. Bessey (Nebraska)
3. Monument (Colorado) Eastside
4. Mount Shasta (California)
5. Placerville (California)
6. Bend (Oregon)
7. Wind River (Washington)
8. Ashe (Mississippi)
9. Stuart (Louisiana)
10. Eveleth (Minnesota)
11. Chittenden (Michigan)
12. Toumey (Michigan)
13. Vallonia (Indiana)

TOPOGRAPHIC MAPPING

Chairman HAYDEN. I note that you requested additional funds for topographic mapping. To what extent do you work with the Geological Survey in preparing topographic maps?

Mr. MCARDLE. Very closely, Mr. Chairman. But I will ask Mr. Greeley to give your more details on that.

Mr. GREELEY. Senator Hayden, our work in topographic mapping is closely integrated with the work of the U.S. Geological Survey. We work to their standards. We turn over our completed work to them to use, and the work that we do is inconsistent with their scheduling.

FOREST FIRE PROTECTION

Chairman HAYDEN. The committee is aware that the past year has been another serious forest fire year. In your 1963 budget there is proposed an increase of $1,400,000 for forest fire protection. Is it your feeling that expenditure of these funds will result in savings of forests and dollars through the prevention or suppression of fires? To what extent do you estimate there will be savings in these particular categories?

Mr. GREELEY. Mr. Chairman, it is always risky to estimate that the expenditure of additional fire control funds will result in saving moneys in particular categories.

Over a period of about 5 years, ending a year ago, we had an experimental program that was designed to increase fire control manning on eight national forests where a check experiment was run to compare the results in fire control costs and in resource savings from increasing the number of men engaged in fire protection to the full level that our plans indicated would be required. And while on those eight national forests the results were not all consistent, there was

one consistent result. That was that the increase in the number of men cut down by 50 percent the acreage burned, with the consequent saving of resource, compared with the 5 years prior to this experiment on these eight forests.

RESPONSE OF TRAINED FORESTRY PERSONNEL

Chairman HAYDEN. It appears to me that there are a lot of men in the United States obtaining an education with respect to fighting forest fires, and who upon call quickly respond. Is that true?

Mr. GREELEY. Yes, sir; this is correct. Our problem involves having a large enough planned-in-advance force so that the men can be recruited and trained; and particularly, in many parts of the country, so that we can have men on a year-long basis, so that we can have their skills available to us year after year after year, rather than having to hire and break in and train new men in successive years.

Chairman HAYDEN. Since it is never known where a fire will break out, is this a precaution that is helpful?

Mr. GREELEY. Yes, sir.

STATEMENT OF SENATOR ENGLE

Chairman HAYDEN. Senator Engle expected to be here, but was unable to do so. I will place his statement in the record.

(The statement referred to follows:)

FORESTRY PROGRAM

Mr. Chairman, I appreciate this opportunity to testify on the fiscal 1963 budget proposals for the Forest Service.

First, I would like to endorse the budget as submitted, but I also would like to point out that it does contain some shortcomings. Last year President Kennedy submitted to the Congress a revised program for the national forests. It called for a rapid acceleration of all program levels. The current budget, however, falls short of the mark. Over the last several years this committee has exhibited a warm interest in advancing the work of the Forest Service. It is my hope that again this year you will chart the same course and move ahead many of the vital programs that are not up to the levels of our national needs.

FOREST FIRES

While commendable progress has been made in fores fire control, we still are a long way from doing the sort of job that is required. A rapid expansion of population and a substantial increase in use has drastically increased hazards, particularly in southern California. This situation, coupled with extremely dry weather at the critical point in the fire season, has continued the threat of disaster from fire.

As I said recently on the floor of the Senate, these fires have a double-barreled effect. They burn down trees and watershed cover of immense value and thereby leave the land subject to erosion. Then the heavy rains come, washing the topsoil and hillsides down into the gullies. What is worse, the water runoff is unrestrained and it hits the valleys and lowlands in the form of flash floods that sweep into cities and across farmlands. These often cause more property damage than the forest fires which made them possible.

I believe strongly that more research is needed in the field of fire prevention and control by use of fire-resistant materials. Through this committee's efforts we now have a new Fire Research Laboratory at Riverside, Calif. I urge that we make full use of this facility and that the committee seriously consider the appropriation of an additional $500,000 for fire research in fiscal 1963, largely at Riverside, on the three items of fuel-hazard reduction, prevention of man-caused fires, and improvement of chemical firefighting.

TIMBER MANAGEMENT AND UTILIZATION

Senator Stennis, a distinguished member of this committee, made an extensive presentation to the Senate on February 15 of an accelerated program of forest research. Included in this is a proposal for a new Laboratory at Redding, Calif., to specialize in timber management and utilization. I urge that the committee favorably consider the entire program submitted by Senator Stennis.

California's national forests are growing in their capacity to produce timber. Last year the rated annual allowable cut was close to 1½ billion board feet, and the amount of timber actually sold was approximately 1 billion board feet. There have been difficult market problems faced by our timber industry. One of our major difficulties is securing the best utilization of white fir. Additional research would be of great value because this is a big item in the allowable cut of the national forests in California.

There also is a need for economic research. Last year, according to Forest Service data, for the approximately 1 million board feet of timber sold, the bid price ranged from an average increase on the Shasta-Trinity National Forest of 10 percent to an average increase of 118 percent on the Six Rivers National Forest. In the entire State the average increase was 47 percent. It would be extremely useful to develop further information on the economic factors which influence timber sales.

In January the Chief of the Forest Service pointed out to me that in the Six Rivers National Forest difficult and costly road problems have held timber sales substantially below allowable cut levels and existing demand. In other forests there are situations where the Forest Service lacks access to existing private roads.

Some years ago this committee acted on Senator Magnuson's suggestion and included in the budget a special program which in this year's budget proposes $2 million for the purchase of existing roads. It is my understanding that this request could well be increased to $6 million for 1963 and that this would be of measurable benefit in opening up substantial volumes of national forest timber. I support this increase.

RECREATION

The Outdoor Recreation Commission, on which several members of the Senate serve, has completed its study of our outdoor recreational needs. The President's resources message dwelt on this subject in some detail. One of the major uses of the national forests in California is recreation. The President's program for the national forests submitted last year provides a detailed analysis of the needs that must be fulfilled. This year's budget contains an increase over last year of $5½ million for recreation. The test that I hope the committee will apply to the total amount sought for recreation is whether it meets the level needed for our forests for 1963, as measured in the approved national plan.

SUMMARY

Not only in California but in all the States where there are national forests, all forms of use are on the increase. We need therefore to move ahead both in programs that affect the level of operation as well as in research which brings us new knowledge needed to solve the many problems which confront us. We cannot stand still awaiting the findings of research because many of the critical situations demand action now based upon the knowledge we have. We need to pursue this dual approach—giving proper attention to research while we move ahead with available knowledge.

I therefore urge this committee to place the 1963 program for the national forests, as amplified by Senator Stennis, at the levels called for in President Kennedy's approved national plan published in 1961.

CRITICAL FIRE PROBLEMS

Chairman HAYDEN. At his request, I ask these questions:

The forest fire problem continues to be serious and the past year saw severe fires occur in California. Will you tell us what you are doing in research that may help solve this serious fire problem?

Mr. HARPER. Mr. Chairman, we are very much aware of the critical fire problems in California, and there are a number of things that we are doing, if I could just run over, briefly, several of them.

RETARDANT CHEMICALS

The research in fire-retardant chemicals is one good example. In the last few years there has been steady improvement made in the kind of chemicals used and in their application. Right now, our research people are screening new chemicals and are putting the latest information in a set of guides to be used this summer by fire control forces.

LIGHTNING FIRES

We are continuing our efforts to find a solution to the lightning fire problem and are encouraged by early yet incomplete results that suggest we may be able to modify lightning storms to reduce their potency.

We are getting a good start, although admittedly a small one, one on finding out better methods to influence people who unknowingly or unwittingly start fires. Somehow, we must find methods to reach these people in ways that are more effective and sure. We need approaches that will change the habit patterns of people. We are doing some work on devising ways to break up large expanses of forest fuels, such as brush fields in California, to reduce the chances of these sweeping conflagrations.

These are just very briefly some of the things that we are doing at the present time.

FURTHER RESEARCH EFFORTS

Chairman HAYDEN. What things should you be doing in research on forest fires, in addition to what is now underway, that would contribute to better fire prevention and control in California and other parts of the West?

Mr. HARPER. I think the best way I could answer that would be to enumerate some of the things which our research group in California has developed. They outlined the serious fire problems they faced and the things they would like to do if they had an opportunity to expand the programs. They based their recommendations on a survey made last fall following the very serious fires in southern California.

No. 1, we still need more research in fire chemicals

Actually, we have yet to learn how some chemicals operate to extinguish or retard fires. We suspect that some chemicals may retard fire under some conditions, but may even accelerate it under others.

A good deal of "cut and try" work can be eliminated from the search for better fire chemicals if we learn more of the basic requirements and the mode of operation of the best retardants. In other words, there is a plea here for more basic research in this field.

No. 2, we must intensify our research on finding ways to identify immediately after a fire starts, or even before it starts, whether or not it has conflagration potential. Only with such knowledge can we hope to mobilize the great forces necessary to prevent the blowup of occasional fires that cost excessive sums to control later.

No. 3, we need a much broader and more thoroughgoing research attack on fire prevention, both the prevention of man-caused fires and of lightning-caused fires.

No. 4, we need to find ways to improve use of aerial firefighting methods. While aerial fire control methods have brought significant advances to fire control operations, they are still limited by darkness, reduced visibility, overcrowding of airspace over large fires, and other factors. Research is needed to develop organization of aerial methods to make them more efficient, and entirely new concepts of aerial fire control need to be explored. This should not be limited to conventional aircraft, but must involve other delivery systems, such as projectiles and missiles. All aspects of aerial techniques, including chemicals, gas, cooling agents, and mechanical measures, must be studied.

And No. 5, much more intensive research is needed to find effective ways to reduce fuel concentrations, to break up large fuel masses, either by reducing them in volume or flammability by some treatment, or by replacing them with less flammable vegetation. And this, they add, is a research activity that needs a great deal of emphasis.

IMMEDIATE USE FOR INCREASE

Chairman HAYDEN. The Senator asks: Could an increase of $500,000 for forest fire research be effectively used on problems of immediate concern?

Mr. HARPER. Well, in that same statement, part of which I just briefed, that came from the research group in California which had made this recent review of the problems, an estimate is given that exceeds the $500,000. It could be effectively used immediately. I tell you this in answer to your question. Our budget request includes $50,000 for increasing fire research in California.

RESEARCH LABORATORY AT REDDING, CALIF.

Chairman HAYDEN. Then, finally, please explain the need for a forest research laboratory at Redding, Calif.

Mr. HARPER. At Redding, Calif., we have a research program that is concerned with silviculture, concerned with restoration of a large brush-covered area to timber trees through planting, and it is also concerned with forest utilization problems.

At the present time, we have very inadequate quarters at Redding, and it has been our plan, looking ahead, to provide a laboratory at Redding when that was possible to do so.

Chairman HAYDEN. Senator Kuchel has also written to the committee urging increased funds for fire prevention activities. His letter will be placed in the record at this point.

(The letter referred to follows:)

MARCH 9, 1962.

Hon. CARL HAYDEN,
Chairman, Interior-Forest Service Appropriations Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR: Because of the vast extent of Federal landholdings, sensational population growth, the large number of tourists and vacationers, and the importance of natural resources to our economy and existence, I long have been gravely concerned, as you will recall, with the vital importance of adequate forest fire prevention in my State of California.

I regret that out-of-town commitments prevent my attending the hearings of our subcommittee when officials of the Forest Service appear to justify the 1963 budget items. However, I have been in direct touch with them about certain aspects of the estimates for forest protection and utilization, with particular regard to the fire prevention problems which are far reaching and, in many regards, unique in my State.

I trust that in reviewing the amounts allowed by the House of Representatives, as well as the President's budget requests, the subcommittee will give further consideration to the urgency of carrying forward diligently fire prevention features of the program for the national forests. I know of your personal concern about all aspects of this forward-looking plan for multiple use of these resources and I am grateful for your special attention in the past to the California situations of great importance.

In prior years I have urged more funds be provided for fire prevention generally and I also have sought recognition for the particular needs of the four southern California forests. In view of experiences in several areas of California in the past year, which was another in a prolonged dry cycle, I have this dual viewpoint once more.

The subcommittee is aware, I am sure, that a number of dramatic blazes occurred in heavily forested sections of California during 1961. Fortunately, damages were materially less than in the preceding year, but the number of fires is mute testimony to the continued need for strengthening the organization, improving the methods, and providing additional tools for fire prevention.

I believe that the incalculable worth of our forest resources warrants careful study of the desirability of additional funds to permit greater use of tanker aircraft and helicopters, employment of more personnel on a year-long basis and extension of the manning season in certain sections, improved communications, and construction of a substantial amount of firebreaks and trails.

The revised program for the national forests showed that nationally some $32,500,000 annually should be provided for recurrent items and a total of $72 million over a 10-year period for nonrecurrent items for fire prevention. The national forests in California were estimated to require recurrent appropriations of $11,400,000 and nonrecurrent appropriations of $18,200,000. In addition, it was indicated there are assorted needs under the heading of general facilities and equipment. The aggregate for my State this year was but slightly more than $47 million.

One item alone emphasizes the importance of increased amounts for fire prevention in California. I note the Forest Service estimate 4,300 miles of additional firebreaks are essential to effective protection of its extensive holdings there.

The subcommittee has recognized the extraordinary conditions confronting the forest service in the Angeles, Cleveland, Los Padres, and San Bernardino National Forests of southern California. Residents of the area from Monterey to the Mexican border, where these are situated, appreciate the creation by this subcommittee of the so-called special fund to carry out the 10-year program of greater protection in these reserves which are of inestimable value as watersheds and exceedingly popular as recreational attractions.

The aggregate appropriations to implement this plan have fallen far short of the original goal. Concurrently, the need for these measures has mounted, while costs also undoubtedly have risen, as population and use of the forests have increased. Despite the several increases in the size of the annual appropriation, the level of funding still is approximately $500,000 below the amount regarded as a minimum back in 1954 when the program was formulated.

While substantial progress has been recorded since this program was undertaken, none of the goals has been achieved. There still is a desperate requirement for more personnel, both seasonal and year long, firefighting and communications equipment, helispots, standby aircraft, and other items.

I believe that experience in the Los Angeles vicinity during the past few months demonstrates graphically the reason why special measures in these forests are warranted. It will be recalled, I am sure, that a tremendous amount of property was destroyed last fall by a spectacular blaze which ravaged the Bel Air section of the metropolitan area. More recently, unprecedented rains striking southern California caused the inevitable devastating runoff from the denuded hills.

Although the fires did not occur on Federal land, the Nation had a graphic example of the urgent need for providing maximum protection against fire and the costly consequences of blazes in areas which are thickly settled and where

unusual topography presents an ever-continuous threat. With the expansion of residential developments closer and closer to the national forests, the danger of repetition of such events is cause for grave apprehension.

The particular reason for giving special attention to the southern California forests is the fact that some 7 million people reside in the section where they are located. Peculiar conditions of weather present a greater-than-usual threat, as was acknowledged last year before the subcommittee by Forest Service officials.

Details of the purposes for which additional funds are required in these four forests will be provided to the subcommittee. I should like to point out, however, that last year the subcommittee was told by a Forest Service witness at least 600 to 700 miles of roads are imperative in these reservations for efficient fire prevention and to call to the subcommittee's attention recent statements by supervisors of the four forests that the bulk of the existing firebreaks, trails, and roads date back to the days of Civilian Conservation Corps activity—almost three decades ago.

There are other acute needs in the way of additional funds for Forest Service purposes in California. Increased sums would be warranted for access road construction to permit more effective lumbering operations. A forest products utilization laboratory such as has been programed by the Forest Service is highly desirable.

The most acute situation, deserving sympathetic attention from the Congress remains, however, that revolving around the horrifying threat of fire.

With warm regards,

Sincerely,

THOMAS H. KUCHEL,
U.S. Senator.

WEEKS ACT PURCHASES

Chairman HAYDEN. In your 1962 estimates you asked for $100,000 for acquisition of lands under the Weeks Act. Congress gave you $300,000. I note that for fiscal year 1963 you are requesting $500,000. Would you please comment on that and would you place in the record information as to the disposition of the funds provided last year?

Mr. GREELEY. Senator, we will place a statement in the record.

(The statement referred to follows:)

During fiscal year 1961, the National Forest Reservation Commission approved 83 purchase proposals, involving 8,598 acres of land for a total purchase value of $109,962.15. These tracts are located in 14 States and in 23 national forests, all in the East.

ACCOMPLISHMENTS UNDER FUNDS APPROPRIATED

Mr. GREELEY. The accomplishments with the funds appropriated for fiscal 1962, of course, are still going on, and I do not have an accounting of what has been accomplished with the $300,000 to date during fiscal 1962, because this has been partly obligated, but only partly obligated.

During fiscal year 1961, under this authority, the National Forest Reservation Commission approved the purchase of 83 tracts, totaling 8,598 acres, all in the eastern part of the United States.

PROPOSED ACQUISITIONS

It is anticipated that with the funds requested for fiscal 1963, priority attention for acquisition would be given to key tracks which are important for access, which are important for recreation use, or which are important because the lands constitute a source of damage of some sort to existing national forest lands. And there will also be acquired tracts which are either marginal farm properties or which constitute deteriorating and rundown forest properties, for which

there is in sight no other means of securing a good forestry program to improve and manage the lands.

All of these properties, sir, would be in the category of inholdings within existing national forests.

Chairman HAYDEN. Senator Moss has some questions he would like to have answered.

AMERICAN FORK CANYON

Concerning the American Fork, Utah, watershed project:

Should the Congress decide to activate a Federal land purchase program in the American Fork drainage? Would the Forest Service be able to get a program started this year?

Mr. GREELEY. Mr. Chairman, we are familiar with the problem and the situation in the American Fork Canyon in Senator Moss' State, and we are familiar with the type of program that he has in mind.

We do have the personnel, and we do have the know-how, to get a modest program started, should the Congress decide to appropriate funds under an authorization which already exists through legislation that was passed in 1935 and amended in 1944. This is legislation which authorizes purchase of lands by the use of receipts from the Uinta and Wasatch National Forests out in Utah.

Chairman HAYDEN. You can indicate the amount for the record that you think would be appropriate.

Mr. GREELEY. Yes, we will indicate that for the record, sir.

(The information referred to follows:)

AMERICAN FORK CANYON

Based on field reports, we understand there are about 4,000 acres of privately owned land within the Uinta National Forest located in the headwaters of the American Fork Canyon. The total cost of purchase is estimated at $80,000. Field reports indicate that this entire acreage is in need of treatment to make the land serve more effectively as watershed land.

PURCHASE OF PRIVATE LANDS

Chairman HAYDEN. All right. Would the purchase of private lands in the American Fork drainage be consistent with long-range management programs of the Forest Service?

Mr. GREELEY. Yes, Senator Hayden, it would. And I would like to point out that using this same legislation which authorizes the use of receipts from those two national forests, there previously was a program of purchase of lands that extended from 1937 through 1953. During the course of this program in excess of half a million dollars was appropriated by the Congress from these successive receipts of these two national forests, and some 84,000 acres were purchased.

So although none of this purchase activity happened to take place in the American Fork Canyon, the program about which Senator Moss asks as a possibility for the American Fork Canyon would be not only consistent with the national forest program, but would be consistent with the general type of program that was previously carried on there.

LAND ACQUISITION IN UINTA NATIONAL FOREST

Chairman HAYDEN. The Senator also asks: Has the Department previously made use of this 1935 act to purchase lands of this sort in the Uinta National Forest?

Mr. GREELEY. The answer is "Yes, sir. We have."

Chairman HAYDEN. Should the Congress decide to activate such a land purchase program in the American Fork drainage area, what, in your opinion, would be a reasonable period of time in which to complete the purchases needed for the management of this watershed?

Mr. GREELEY. On the basis of information that has been provided to us by our field people, I would estimate that at 3 to 4 years, sir.

Chairman HAYDEN. Senator Mundt, do you have any questions?

Senator MUNDT. Thank you, Mr. Chairman.

RETIREMENT OF FORESTRY CHIEF

Before beginning, I would like to associate myself with the well-chosen words that you made concerning the retirement of Mr. McArdle and the succession of Mr. Cliff. I think Mack leaves with a great record of public service, which will long pay tribute to his memory, and he leaves with the assurance that his responsibilities fall into capable hands, because the McArdle-Cliff team has worked shoulder to shoulder and cheek to jowl and pipe by pipe for a long time in a Gallagher and Shean performance in behalf of the Forest Service, and I know they will continue to consult together, and it is well to have a happy transition at this time, and I congratulate them both.

PROTESTS ON FOREST SERVICE SEED EXTRACTORIES

Senator MUNDT. I have a telegram, which I know nothing about except that it is addressed to me from people I do not know out on the west coast, the Forest Tree Seed Dealers Association. But since they sent me a wire on this matter, and apparently the rest of the committee did not get it, I would like to read the wire and have somebody comment about it.

TACOMA, WASH.

Re Forest Service appropriation.

Hon. KARL E. MUNDT,
Senate Office Building, Washington, D.C.:

Urge elimination of budget allocation for reconstruction and expansion Forest Service seed extractories, regions 5, 6, and 10, as unjustified. Present private seed extractories with capital investment exceeding $600,000 meeting all demand and able to furnish quality seed at lower cost than Forest Service. Present production capacity 500/0 in excess of Government and private requirements. State and Federal Government orders comprise 300/0 of industry sales and are essential for economic well-being of industry. Rigid industry control insure continued guaranteed high quality seeds, higher than U.S. basic requirements, from private extractories. Wasteful and unnecessary to use Forest Service personnel for seed collection and extraction with private extractories willing and able to meet all present and projected Government and private needs with superior, more economical product.

WEST COAST FOREST TREE SEED DEALERS ASSOCIATION.

COMMENT FROM DEPARTMENT

Mr. CLIFF. I would be glad to comment on that, Senator Mundt.

Of course, we want to do this reforestation job in the most economical and in the best way that we can, and if we can do that by utilizing the facilities that are available and still give us the kind of seed needed and control of its source, we want to consider that very carefully.

I was not aware of the objections to our plans to build extractories and upgrade our nurseries in the Northwest, until you read this telegram. I was aware that there was a comparable objection raised down in Louisiana just recently, and we are looking into that one very carefully to determine what is the best method of handling this.

SIZE OF REFORESTING JOB

Now ahead of us is an enormous reforestation program, much bigger than anything we have ever been in before. We have over 4 million acres of land in the national forests that need to be either seeded or planted. That means that we will have to step up our rate of accomplishment by about 10 times.

We are going more and more into direct seeding. In doing research, we have found effective methods of doing direct seeding rather than planting, although we will continue to do considerable planting on the more difficult sites.

TIME LAPSE BETWEEN SEEDING AND GROWTH

Senator MUNDT. How long does it take from a direct seeding operation to arrive at the degree of growth that you have when you have a planting?

Mr. CLIFF. Well, when we use planting, we start the seedlings in the nursery, and then we plant them out in the field by hand or by machine when they are a year or 2 years old, and in the direct seeding operation, we plant the seed directly on the ground, usually after some site preparation, and the seedling takes off and grows on its own.

Senator MUNDT. It grows as fast out there in the forest in a year as it does in your greenhouse or nursery?

Mr. CLIFF. Yes, I would think so. In the nursery, of course, we fertilize and baby these seedlings, but they do get some setback when you put them out in the woods. The direct seeding has the advantage of being cheaper. But it takes a great deal more seed. So we are looking forward to having a very greatly expanded need for seed.

SEARCH FOR BETTER SEED

Now along with this, we are trying to get better seed, that is, seed from better trees, and we are selecting and establishing seed production areas, where we can collect our own cones and handle our own seed from known sources, from parent sources that are the best that we can find.

We have to keep track of each of those batches of seeds. We are investing a lot of money in this, and we want to keep track of each of these batches of seeds and know where they come from and where they are best suited for planting, and we need to do this on a bigger scale.

That means that we will have to get away from just the open market purchase of seed that is collected from any place. In the past we have had to resort to purchasing seed on the open market without knowing the source of the seed. We might know the general zone or the general locality, but not the kind of parent trees that this seed was coming from.

Well, as we get into this program—and we are getting into it—we have felt that we needed our own facilities to handle this seed properly, to store it properly, to keep track of it properly, and to make sure that it goes where it should be going.

WORK WITH PRIVATE CONCERNS

There are private concerns that are in this business, and we have been utilizing their services. We have been buying seed from them. But our program is changing. And we want to be sure that we are getting the kind of seed and taking care of it and doing the things we should do to get the most effective use of the money we are putting into this program.

I will say, in response to their protest, that we will be glad to examine what they have to offer, and if we can do it better by utilizing their services at least in part, we want to do it. We want to do it the best way we can.

Senator MUNDT. Thank you. I am sure that your examination will disclose whether or not they have any merit to this. I know nothing about it, but I am sure the Forest Service and this committee both are interested in keeping private entrepreneurs in business. I am a kind of a private enterprise guy myself, and I think this is a kind of a private enterprise committee. And if you can work in harmony with them and utilize their services, so much the better.

I do not know much about forest seeds. I know in the seed-corn business you can get a pretty clear identification as to where it came from and what its performance is going to be. It ought to stimulate some kind of better identification of the seeds that you use in the forests, if you get them from private enterprise.

I do not know whether that can be done or not.

Mr. CLIFF. Well, as I say, we will surely want to examine that, and I have an idea we will continue to use their services to the extent that they can contribute.

GENETIC PRODUCTION OF SEED

Another thing that we are doing: We are getting into genetic production of seed in the seed orchards, where we are looking forward to producing genetically superior seed, and we do need some facilities of our own in handling those kinds of operations. We are advancing the information and knowledge we get from research through practical application. I do not know of any private seed-producing firm that is doing very much of that yet.

LABORATORY AT RAPID CITY, S. DAK.

Senator MUNDT. Some time back we established a forest research laboratory on the campus at the School of Mines at Rapid City, and

I wish that someone who is competent to know intimately what is going on would tell us about the status of this laboratory now, and whether any work is being done on the better utilization of ponderosa pine.

Mr. HARPER. The laboratory at Rapid City has been completed, and the program is installed in the laboratory. The program is centered on problems of silviculture of ponderosa pine in the Black Hills, on wildlife habitat problems, and importantly on utilization problems of ponderosa pine.

There have been increases in utilization of ponderosa pine, as a result of research, particularly in the use of lumber and poles. I think there have been one or two new industries introduced into that area, and some have expanded their operations. A new wood-preserving plant has provided a market for ponderosa pine thinnings in the form of poles. A wood lamination plant is in operation.

We were not able to attract a pulpmill into the area, for various reasons. However, I understand the pulpwood shipments from the area have increased since we began our investigations, some 3 or 4 years ago. A new chipping plant producing chips from sawmill slabs also has become established in the Black Hills.

Senator MUNDT. Thank you.

MULTIPLE USES OF FORESTS

Some of the timber operators out in western South Dakota have contacted me every time I have been in the hills concerning what they allege to be the need for the Forest Service to do more work in informing the public of the advantages of multiple uses of national forests. They contend that the Forest Service was not doing the job as well as they would like to see it done of explaining to the general public the advantages of controlling the harvesting of timber, and consequently they are faced with those who say that timber operations do not fit in with other uses.

Have you been doing anything along these lines, and is there work to be done?

Mr. CLIFF. Well, yes, we are, and we are very much aware of this problem, Senator Mundt, and I am sure that we need to do more than we have done, because the pressure on these resources is growing every year, and it is going to get more competitive than less. We have embarked on a materially stepped up program to inform the public of the multiple-use program and the advantages of multiple use.

DIFFICULTY OF TIMBER-HARVESTING PROGRAM

One of the real difficult parts of this, is to keep the proper perspective on the matter of timber harvesting. It is one of the most controversial phases of our program. It is not so difficult in your country, where we do selective-type cutting, or cutting which leaves the forest in a pleasant looking condition. I think the cultural work we have done in the Black Hills has improved the scenic values. But in areas where we do clear cutting, because it is the only way to reproduce the trees—particularly on the west coast and in the lodgepole pine forests of the Rockies—we are getting strong objections from large numbers

of people about the way it leaves the appearance of the country. There are strong pressures building up to restrict timber harvesting, because it interferes with what some people believe the forests should be used for. We are beset with conflicting pressures, on one side for more timber harvesting, to keep the communities prosperous, and industry moving, and on the other side we are getting pressures from those who want to see more of the land preserved just the way it is.

It is a difficult problem, we recognize it, and we are working on it. I agree we need to do more, and I think industry needs to do more in this respect, too.

"PRUDENT OPERATOR" STANDARDS

Senator MUNDT. I think that is right. I understand that you have some sort of study underway of your "prudent operator" standards and ultimate user need requirements, and some of our people out in the timber area of South Dakota feel that they have had to do more roadbuilding than necessary simply to remove timber. They would like to get reimbursed for these extra roads.

Have you any suggestions to make in that connection?

Mr. CLIFF. Well, we work on the principle of the so-called prudent operator theory of road construction. When we sell timber, we cannot require an operator to build a road that is better than a prudent operator would build to remove that timber. That is the principle we are working on.

Some of the operators feel that we are requiring a little more than that.

ROAD PROGRAM

We do require, and I think we need to require, that these timber sale roads be built so that they do not create erosion hazards or create unsightly messes. We are requiring cleanup and erosion control on these roads; that is part of the work they feel is unnecessary. We feel it is necessary.

If we want a road that is better than a prudent operator would build, then we use appropriated funds to supplement the construction.

Senator MUNDT. You can use both on the same road. The prudent operator standard is paid for by the operator?

Mr. CLIFF. By the operator. And he has an allowance in the timber appraisal for that.

Senator MUNDT. Do you have to agree on that before the fact, or can you look at it after the road is built and say, "You have done a pretty good job. We will give you some extra money?"

Mr. CLIFF. No; we are not in a position to reimburse him. We spell out in advance the standards to which the road is to be built, so that he should know what is expected of him under the contract.

For example, let us say under the prudent operator theory a single-lane road is good enough, and we want a double-lane road to accommodate recreation traffic and other traffic. Then we would expect the purchaser to contribute what is necessary to build the single lane for the timber removal, and we would expect to contribute from public funds the extra cost that is necessary to accommodate the other uses.

STATE AND PRIVATE PROGRAMS

Senator MUNDT. On page 2 you were discussing the justification of your cooperative program with State and private forest landowners. I would like to relate this program to the situation out in South Dakota. Does this program fit in with the South Dakota State conifer nursery at Watertown, S. Dak.? This nursery is operated by the State, using Federal aid under the Clark-McNary section.

Mr. SWINGLER. Yes, sir. We cooperate with South Dakota in our cooperative nursery program under authority of section 4 of the Clark-McNary Act.

Because of the soil bank, which built up during the past 4 or 5 years, the amount of Federal money in this particular fund has been steadily reduced, until it is now a little less than $300,000 for all of the States.

What we had been doing was distributing that money to 48 States right across the board, which did not give any one of them very much. But just within the past month, we have pretty much reached an agreement with the State foresters that we should change our distribution pattern and give more money to the States like South Dakota who are in need of this money, and less money to these big States that are putting out a hundred million trees, or more.

So I think that we are going to be able to take care of the Plains States next year, starting in July, much better than we have in the past.

WATERTOWN NURSERY EMPLOYEES

Senator MUNDT. I would hope so. I do not know whether this came to your attention or not, but when I was back home in December, four fellows come to see me from this Watertown nursery. They had been let out of their jobs, and told: "Don't worry. They will hire you again in the spring." But that did not make them feel very well. They were not getting very much pay. They were laborers who worked in the field. They have their families there. There is no way they could get unemployment compensation or social security, and they were pretty desperate.

I sent them out to Pierre to the headquarters to talk to the forester there under the game fish and parks department. Do you have anything to do with it? It probably was a lack of funds to cover a year-round operation.

It does not seem to me any employer can expect to hire people in the summer and not in the winter, and expect them to remain there and remain proficient.

Mr. SWINGLER. Of course, that is a problem we have in national forests and in State employment, that a lot of our work is seasonal. Firefighting, for instance. We hire firefighters just during the fire season. And although the State foresters attempt to keep a cadre of people year round, people they can depend on, people they can train——

Senator MUNDT. All of these people had been there for anywhere from 3 to 5 years. This was the first time that they had this suicide clause and were out of work in the winter. So these were not the temporary people that you bring in seasonally—which, of course, you have to do—but these are people that you could assume had permanent jobs. They had been hired on an annual basis.

RESULT OF SOIL BANK LIQUIDATION

Mr. SWINGLER. What was happening there—South Dakota was hit harder than any State in the United States—and what was happening elsewhere was that the soil bank was passing out of the picture. With soil bank funds, the State was able to build that nursery, where the Federal Government put up most of the money. The operating funds came from the soil bank.

Now, the soil bank has passed out of the picture, and that was why the State had to cut back, because there were not enough State funds or other funds under Clark-McNary to replace the soil bank funds which are no longer available.

Senator MUNDT. And you say that you think you have a new program worked out now?

Mr. SWINGLER. We have a new distribution that is going to give them more money than they had last year. Yes, sir.

Senator MUNDT. Thank you.

TIMBER SALE ADMINISTRATION

Timber sale administration and mangement is discussed on page 9, and the total request is $23 million. What is the difference between sale preparation and advance-sale preparation? I am not sure I understand that.

Mr. CLIFF. Well, Senator Mundt, that is kind of an artificial division, really. The advance-sale preparation would be cruising the timber, selecting the areas, scouting them out, and collecting the other basic data that is needed in making the appraisals and preparing the timber sale contracts. It is the field work that has to precede the actual placing of the sales on the market.

Sale preparation would be the analysis of this data, making the final selection of the areas for sale, making the appraisals, making engineering layout of the roads, preparing the contracts, and advertising the timber for sale.

The advance preparation has to precede the actual processing of the sale.

COMPARISON OF FEDERAL AND PRIVATE COSTS

Senator MUNDT. According to the figures as I have analyzed them in your justifications, in fiscal 1963, you will be spending a little over $23 million to get an annual return of around $121 million. Have you ever made any studies to compare those costs of management and of handling and of selling, compared with any of the big privately owned timber corporations, like Weyerhaeuser or Simpson, or any others?

Mr. CLIFF. Yes. Our problems are some different, however, because they are just doing this work for themselves, and they are dealing only with themselves when they manage their own lands, and we are dealing with lots of people, and we have a great deal more work in discussing the sales programs with the possible purchasers, the preparation of contracts, and that sort of thing.

We have made some comparisons, and some of these companies are spending more on forestry work in handling their forest lands than we are. They have more foresters per thousand acres of forest land

doing this management work, such as management planning, tree planting and timber cultural work, than the U.S. Government is doing on its land.

We estimate that some of these more progressive companies have been spending more money on timber management activities than we have.

Senator MUNDT. How about on the selling aspects?

Mr. CLIFF. On the selling aspects I do not know, because they are dealing with a different kind of a problem.

As I pointed out, they do not have to make a contract for themselves or advertise the timber for themselves. They do make appraisals, and they make logging layouts and that sort of thing. But there are a lot of things we have to do in handling a timber harvesting program, where we are selling under competitive bid, that the private operator does not need to do when he is just handling his own lands.

DEVELOPMENT OF RECREATIONAL AREAS

Senator MUNDT. I would like to have on the record a little clarification of where the lines of demarcation come between the National Park Service and the National Forest Service in this business of developing recreational areas and sites.

Connie Wirth was in here the other day asking for some money for some recreational areas, visiting centers, and campsites. You have a request in for campsites and visiting areas.

How do you decide whose job it is, or that there is not a duplication? I would just like to fortify myself against some anticipated criticism that we are appropriating for two different services for the same kind of function.

Mr. CLIFF. I am glad to clarify this matter for the record.

The first consideration is on what land it is going to be applied. The Forest Service is responsible for handling the national forests and national grasslands under multiple use, and recreation is one of the multiple uses. The demand for recreation is growing very markedly.

There is not competition between the Park Service and the Forest Service in furnishing recreational opportunities. They are faced with a big demand, and so are we. It is going to get bigger.

Senator MUNDT. Do you both ever work in the same area, or do you earmark it off? You are going to build one here, and they are going to build one there? Or are you both going in the same piece of woodland?

Mr. CLIFF. No, they work on the national parks and monuments, and we work on the national forests. We are not even beginning to fill the need for this kind of development on either category of land yet.

We do some things and permit some kinds of recreation that they do not. Our program includes winter sports developments which are not encouraged on the national parks. We permit construction of ski lifts, and that sort of thing. That has not been encouraged on the national parks. We also permit youth camps, organization camps of various kinds, which are minimized or not particularly encouraged on national parks. There is hunting on the national forests, and

this is not permitted on the national parks; and our programs are quite different in many respects.

As to the camping and picnicking, both agencies provide these. We are getting into a visitor information service, too, to help the public better understand our program and better appreciate what they are seeing and doing. We are just getting that started. We think it is good, and we need to do more of it, and it ties right in with this question you asked before, as to how you educate the public to accept timber cutting as part of the multiple-use program. We hope to get that across to many of these visitors that come to see our recreation areas.

Senator MUNDT. One last question, Mr. Chairman.

ACTION ON MINING CLAIMS AND LEASES

You requested $200,000, I believe, to accelerate action on mining claims and leases and special uses, and pointed out that over 10 million acres are covered by your leases or leases that are administered by you.

Mr. CLIFF. Yes, sir.

Senator MUNDT. And that $9 million was collected in fiscal 1961.

I was just wondering if you had ever studied the possibility of passing on these increased costs, which are understandable, to those who get the claims and leases. It would seem you have 10 million acres leased. There must be some competition for the leases. And you might be able to charge off a little bit of these extra funds that are being requested.

Mr. CLIFF. This 10 million acres is a mistake in the writeup. It is 18¼ million acres that are under mineral lease on the national forests. That is for oil, gas, coal, phosphorus, and all the other leasable minerals.

Senator MUNDT. Just about a penny an acre increase, then, if it is 18 million I figured about 2 cents an acre; but on the corrected figures, 18 million, with just over a penny an acre more you would not have to come to Uncle Sam for the $200,000.

Mr. CLIFF. Those leases, Senator, are issued by the Interior Department under rules and regulations governing the administration of the mineral leasing acts. When they are issued on national forest lands, they are referred to the Forest Service, and we have to examine the proposed leases and stipulate or recommend the land management measures that must be taken to protect the surface resources.

Generally, or I would say invariably, they have accepted our recommendations and incorporated these protective measures in the leases.

We have a job of supervising the use to make sure that these mineral activities are not doing undue damage, or doing preventable damage, to the land.

This job is growing. We are getting more leases each year. This 18 million acres has increased about 10 percent a year.

LARGER COLLECTIONS FROM LESSEES

Senator MUNDT. I am not questioning the $200,000. I am just suggesting the possibility that perhaps the people who get the leases would be willing to pay a little bit more so that the extra $200,000 you are requesting would not have to come out of general appropriations.

Mr. CLIFF. I understand. We do not have authority now to take the receipts to apply to the administration of the land. So we would still have to get the needed money out of appropriations.

But I understand what you are suggesting. The President has asked the Budget Bureau and the agencies involved to review the whole field of user charges, including oil and gas leases. That review is underway now in the Budget Bureau, and we have made our comments and recommendations to them. So this matter of user charges not only for oil and gas but all other uses is under active consideration by the administration right now.

Senator MUNDT. I have argued for many years that in this field where the Federal Government is granting licenses or leases or commercial concessions to private citizens with which to make a profit—I cannot see any justification for spreading those charges over on the general public, instead of making those charges to the fellow who is going to make the profit.

Take the granting of a television license, which is worth millions of dollars. I can see no reason in the world why a fellow applying for such a license should not be required to pay a fee, a fee that is somewhat commensurate with the cost involved, because it is a tremendously expensive job to scrutinize all the various bidders or applicants for a television license or a radio license in order to determine the relative merit of their applications.

I am not just mentioning this for the Forest Service, but you have to start somewhere. You have the Forest Service here now—getting these fees so they would be somewhat commensurate with the commercial benefits, or if not, at least with the costs that the Government has to undertake in order to do an intelligent and effective and honest job of granting these commercial concessions or leases or licenses, could make a real saving to the Federal Government in its present hard-pressed financial condition.

Mr. CLIFF. I agree with you, Senator, and of course they do pay a fee, and the question that you are raising is whether it is adequate. In the case of minerals, it is. It more than pays the cost of administration—many times over. For example, last fiscal year returns under the 1920 Leasing Act from public domain and national forest lands amounted to about $106 million. For the prior year they amounted to about $91 million. This money goes into the Treasury, and then the agencies ask for funds to administer the program.

Senator MUNDT. We can look at the figures to see whether they tend to equalize. I do not see why the Federal Government should take a financial loss in determining to whom profit-producing licenses, claims, or commercial concessions should be given.

Thank you, Mr. Chairman.

RESEARCH AT PARSONS, W. VA.

Chairman HAYDEN. The Senator from West Virginia?

Senator BYRD. Mr. McArdle, last year we had testimony on the need for and the cost of increased funds for the research work at Parsons, W. Va. Has the situation changed since last year with respect to the need for this additional forest watershed management laboratory?

Mr. MCARDLE. Dr. Harper?

Mr. HARPER. Senator Byrd, the situation has not changed. We still have the need for it that we had last year, perhaps accentuated. As you know, I am sure, we were not able to include the laboratory at Parsons in our 1963 request.

Senator BYRD. I believe last year I attempted to get an additional $200,000 for this purpose. What is the amount of money that you need at Parsons to carry out this work?

Mr. HARPER. We made a rather careful study of the requirements at Parsons last year, and by modifications that we can make in existing buildings we feel that $150,000 would satisfy our requirements at Parsons, rather than $200,000, which I believe is the figure that we mentioned to you last year.

Senator BYRD. You think $150,000?

Mr. HARPER. Yes, I would say $150,000 is a reasonable estimate.

RESULTS FROM RESEARCH AT FERNOW FOREST

Senator BYRD. Would you please describe the results which you have already obtained from the studies that are being carried on at the Fernow Forest?

Mr. HARPER. I would say that the outstanding results that we have obtained at the Fernow experimental forest have been the development of a new system of skidroads and harvesting of timber methods for steep mountain slopes.

This system has been rather reasonable in cost to install. It is not costly to maintain. And most important of all, it does protect the watershed values. It protects the watershed against erosion, and it does not channel the water into fast runoff.

This system of road development I should say has attracted a good deal of attention throughout the East, and the system has been applied in many situations where they have steep mountain country to log.

The overall problem, of course, that we are studying at Parsons is one of how best to grow and harvest timber for high sustained yields of wood, while at the same time safeguarding the watersheds against damage by timber harvesting operations.

We still have much to learn about the effect of these harvesting methods on water yield and also about the silvicultural aspects of growing timber crops. Some of our difficult watershed problems are still ahead of us.

LABORATORY FACILITIES AT PARSONS

Senator BYRD. How would the additional laboratory facilities at Parsons assist you in your watershed research?

Mr. HARPER. I think the most important influence it would have is that it would speed up the research. The laboratory is needed to make analyses and studies under controlled conditions, to better understand some of the relationships and processes which we observe in the field studies. It is through this understanding that we are able to interpret what we measure on the experimental forest in terms of situations that we would encounter elsewhere, and thus be able to extrapolate our findings.

So in addition to speeding up the research, it would increase the applicability of the findings from the experimental forest.

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Senator BYRD. Just how urgent, Dr. Harper, is the need for the laboratory construction at Parsons?

Mr. HARPER. We would consider this laboratory among our highest priorities. The program at Parsons has reached the stage where we ought to be doing the basic research that we cannot now do without better laboratory facilities.

We remodeled an old woodshed for soil studies that permitted us to do certain things, but the more complicated analyses and studies cannot be undertaken without better facilities.

I would say that we put this in the highest category of our priorities and would hope to have it as soon as it is possible to do so within the budgetary process.

MARKET PRODUCTS CENTER, PRINCETON, W. VA.

Senator BYRD. Now, Dr. Harper, with reference to the Princeton, W. Va., Market Products Center, how much money is in the budget for research construction and for the research program there?

Mr. HARPER. For the research construction, there is $150,000 in the 1963 budget request, and for the research program there is $100,000.

Senator BYRD. Is $100,000 considerably less than the amount that was outlined for fiscal year 1963?

Mr. HARPER. Yes, that is true. This $100,000 is the annual recurrent amount; and as I recall in the plan that we sent you, or the Department sent you last year, there was a certain amount for research construction for this project, and then a certain amount for annual recurrent operating and staffing of the program.

The amount in that plan designated for recurrent work in fiscal year 1963 was $300,000, instead of $100,000. So therefore we will be $200,000 short this coming year of doing what we contemplated at one time.

It was not possible to go as far as we had originally contemplated in our budget requests for 1963.

Senator BYRD. Do you think that $150,000 is sufficient for the research construction this year?

Mr. HARPER. Yes, that fills out the construction that we contemplated in the plan that was sent you at your request last year.

As you may recall, there was an item of $450,000 for last year, with $150,000 in the succeeding year—that would be 1963—to complete the major installations.

Now, there will be some items like purchase of materials and some equipment which we contemplate obtaining out of our operating funds, our annual operating funds.

So there are some items, as I say, that still need to be completed, but we contemplate doing it out of operating funds rather than out of construction funds.

ADDITIONAL FUNDS FOR RESEARCH PROGRAM

Senator BYRD. Do you consider it urgent that an additional $200,000 be appropriated for the research program?

Mr. HARPER. Well, we would not be able to put this project into full operation without the $300,000. I think our estimate on that was

sound. At least it appears to be so after the year of experience that we have had. As a matter of fact, it may be a little tight.

Senator BYRD. How will your progress be impeded in the event you do not get an additional $200,000 over and above the $100,000 for research?

Mr. HARPER. Mainly we would get a slower start on the project. We would, under the $100,000 which we have included in the estimate, be able to do some of the things that we had contemplated.

We would get a start on a small scale, on some of the studies. Some work, such as operating a pilot lumber concentration yard would be delayed. Processing lumber, to see if we can upgrade the lumber and make it more suitable for the market offers hope that we can attract processing and manufacturing industry to that area for the sake of the increased employment it would offer.

Senator BYRD. Dr. Harper, as you are well aware, we saw in this project something which would help to attract forest products industries into the area, and we feel that it is imperative that the project go forward as rapidly as possible.

It is my understanding, then, that it is important, in order to reach this objective that we have in mind, of attracting new forest industries into the area, and thereby to help the economy and to provide employment—is it my understanding, then, that an additional $200,000 could be very well used for this purpose, and is urgently needed?

Mr. HARPER. I would say it could be effectively used, yes. And of course we would like to get ahead on this project as rapidly as we could.

Our research people who have worked on this project during the last year are enthusiastic about it. They see even a better opportunity to do worthwhile things now than they did at the time we developed the plan for the project.

BENEFITS OF PROJECT

Senator BYRD. Will this project not be beneficial not only to southern West Virginia but to the entire eastern region of the United States?

Mr. HARPER. Yes. Of course, we consider this our primary center for research on marketing for the entire Appalachian area. This will be where most of the marketing research will be done.

Now, there will be some additional research and local applications which will be made in various other parts of the Appalachians, and in the Lake States and the Central States. But I would say not only West Virginia but at least half a dozen other States would directly benefit, and in general many of the States in the East would benefit, from the developments that come out of the research work at Princeton.

EXTENSION OF MONONGAHELA PROJECT

Senator BYRD. Dr. McArdle, I have one more brief question.

Over a year ago, I requested that I be given a report as to the advisability of extending the Monongahela National Forest westward, to include some 500,000 additional acres of land in West Virginia.

Recently I received such a report, and the Forest Service has recommended such an addition to the Monongahela National Forest. It is my understanding that a minimum of $250,000 would be necessary

as an addition to the Forest Service item, "Acquisition of lands," under the Weeks Act.

Would someone like to comment on the need for this additional money and the advisability of extending the forest, as I have mentioned?

Mr. McARDLE. Mr. Greeley will perhaps want to add some detail, Senator Byrd, but we consider this desirable. However, we thought we should be completely honest with you and tell you that it could not be done with present financing.

That is an answer I dislike very much giving, because I know many Government agencies say, "Yes, we will do something, provided you provide the money." We have been able to do some things without asking for additional funds, by making adjustments. But this project is of some considerable size, and we cannot handle it with our present funds.

Mr. GREELEY. Senator Byrd, yes, we looked into this area as you requested, and we concluded that it would be feasible to extend to an area to the west of the present Monongahela the same type of management that exists in the present Monongahela National Forest, and to anticipate that there would come from that effort the same sort of benefits to the locality that are coming in the vicinity of the Monogahela National Forest now.

TIME REQUIRED

As to the rate at which an acquisition program might be set up, I think our field people who have looked into this have considered that a figure somewhat along the lines that you mention would be probably a feasible rate.

The total job to be done over an extended period of time is rather substantial. It seemed to us that in the total area of around a million acres, which has around 800,000 acres that is forested, there is something on the order of half a million acres that probably eventually ought to be acquired if such a unit were to be established west of the present Monongahela National Forest.

So a figure of $200,000 or $250,000, such as you mention, would be probably a rather modest start.

COST OF ENTIRE ACQUISITION

Senator BYRD. What do you anticipate the cost will be for the entire acquisition over a period of several years?

Mr. GREELEY. Well, on very much of a rough estimate basis, our people projected cost estimates in terms of around $12 million.

Senator BYRD. What are you thinking of in terms of number years that would be involved in completing this addition?

Mr. GREELEY. Well, it could run into a rather long period of time. We have been working on the Monongahela since before 1920, and that job really is not finished yet. So we are really talking about a rather long period of time.

Senator BYRD. Do you think that $250,000 would be a minimum with which you could initiate?

Mr. GREELEY. I would think probably something like that.

PUBLIC RANGELAND APPRAISAL

Senator BIBLE. Mr. Chairman, I think I have just a couple of questions I would like to ask Dr. McArdle. It is with reference to the problem of range resource management.

Last year, as you well know, in Senate Report No. 294, the Forest Service was directed to work with the Bureau of Land Management in making a public land-range appraisal. What is the present status of that appraisal, Dr. McArdle?

Mr. CLIFF. I will be glad to comment on that, Senator Bible.

The charter from this committee was to make a trial study on public lands in cooperation with the Bureau of Land Management. That has been done.

Senator BIBLE. These were in selected areas, as I understand it.

Mr. CLIFF. Selected areas.

Senator BIBLE. Montana, Colorado, and Oregon?

Mr. CLIFF. Yes, sir. The fieldwork has been completed, and we are working on the analysis of the data and preparation of the report, now. We anticipate that this will be ready to submit to this committee within the next couple of months.

Senator BIBLE. Is there any indication now of what the results will be? Or do you prefer to let the final report speak for itself?

METHOD OF STUDY

Mr. CLIFF. I would prefer to let the final report speak for itself.

What we did was to select three areas, one in each of the States you named, which encompassed both Bureau of Land Management land and national forest land. All available resource inventory data information that bears on use of rangelands in those areas was used. Then we did the necessary additional fieldwork to get a complete picture.

We are developing from that a program or an analysis of what would be needed to put these resources in first-class condition and place them under proper management, and obtain an estimate of the cost.

VALUE OF STUDY

We are trying to get out of this study some experience so that we can recommend, if called upon, what would be involved and how we would go about making a broader study that would have broader application.

We are making some projections as to what the demands on these public ranges will be in the future for livestock production and production of game.

Senator BIBLE. Is this appraisal being made on a 50–50 basis? Does BLM share half the cost and Forest Service the other half?

Mr. CLIFF. Each agency financed the work on its own lands, and the lands did not divide quite 50–50. Our cost for making this study, which we did under your instructions, without asking for additional financing, amounted to $54,900.

Senator BIBLE. This is the Forest Service cost for the complete study?

Mr. CLIFF. Yes. And that, of course, did not include what we had already spent for information that was already available. But this

is what we have spent on this study. I think the Bureau of Land Management has spent about the same amount.

Senator BIBLE. Yes.

Thank you very much, Mr. Chairman.

I think this is a study that can prove of great help, particularly on this question of range allotments and fees that are charged both on BLM and Forest Service lands. They are areas of constant problems, and it is a very vexatious subject. So I am hopeful when this report comes out, you say within the next 2 months—2 months from now——

Mr. CLIFF. We are going to try to get it by that time.

Senator BIBLE. You are hopeful it will be out in 2 months?

Mr. CLIFF. That is right.

Senator BIBLE. Not longer than 3 months?

Mr. CLIFF. I hope so; yes.

Senator BIBLE. You are still hopeful. It is a hopeful expectation, then?

Mr. CLIFF. We have set the target for 2 months.

Senator BIBLE. The target date is 2 months, and you hope it is out in 2 months, and you feel positive it will be out within 3 months.

Mr. CLIFF. We will do our very, very best.

Senator BIBLE. Thank you very much, Mr. Chairman.

SCHOOL OF FORESTRY, BOTTINEAU, N. DAK.

Senator YOUNG. I would like to ask Mr. Harper: How much money is in the budget for the research laboratory at the School of Forestry at Bottineau, N. Dak.?

Mr. HARPER. I think, Senator Young, it is $53,000; but I do not have the information here. I will check. But it is very close to that amount.

Senator YOUNG. To complete the laboratory?

Mr. HARPER. Excuse me. That is for the program of research. The amount is $130,000, for the construction of the laboratory.

Senator YOUNG. You mean that has been appropriated to date? Or in the budget?

Mr. HARPER. That has been appropriated to date for the construction. The laboratory engineering and architectural work is being done now. It will be completed very shortly. The specifications will be drawn and the contract let for construction prior to the end of this fiscal year. And the construction should be completed sometime during the next fiscal year. In short, the money has already been appropriated for the laboratory, and the project is underway.

SHELTER-BELT RESEARCH

Senator YOUNG. And there is $53,000 for the research program. What kind of research?

Mr. HARPER. It is on shelter belt problems, establishment of shelter belts, maintenance of shelter belts, cultural operations, protection from insects and disease, et cetera.

Senator YOUNG. That is a wonderful program.

RETIREMENT OF CHIEF OF FOREST SERVICE

Dr. McArdle, what is this I hear about you retiring?

Mr. McARDLE. That is correct, sir; next Saturday.

Senator YOUNG. Today is the anniversary of my 17th year in the Senate. My appointment to the Senate was 17 years ago today. How long were you in the Federal service?

Mr. McARDLE. Thirty-nine years of Federal service, Senator.

Senator YOUNG. How long in the Forest Service?

Mr. McARDLE. Approximately that same amount. My service includes a short time in World War I.

Senator YOUNG. What kind of work did you start at?

Mr. McARDLE. I started in research in Portland, Oreg. Then I moved across the country in research, moved again to a different type of work, the work that Assistant Chief Swingler is now handling, cooperation with the States and private landowners. About 10 years ago, I moved into my present position.

Senator YOUNG. I think everyone will agree that the Forest Service is an important and necessary service for the Government. I have always felt it is one of the few Government services that has been operated as efficiently and effectively as a private business. And I think it is due entirely to people like you, who have dedicated your lives to the service.

I have known many people in the Forest Service, from the ground on up, and all the way through you find this fine, devoted, dedicated spirit to this work.

Yours has been a long and honorable service, Dr. McArdle. I hate to see you retiring, although we do have good men to take your place.

Mr. McARDLE. Thank you, Senator Young.

Senator DWORSHAK. Mr. McArdle, I also share the sentiments expressed by my colleagues on this subcommittee in giving recognition to your decade of leadership as Chief of the U.S. Forest Service. I am sure that after all these years, in fact 39 that you have just indicated, of service, you were somewhat reluctant to leave, but I am also sure you look back over your extensive service with the satisfaction that you have upheld the professional ideals of your work.

I suppose as you look back in the past decade when you were the Chief, you have observed that your budgets have increased quite rapidly, commensurate with the expansion of the Forest Service program. You have witnessed the initiation of Operation Outdoors. And more important, I think, than any of your other accomplishments, at least so far as I am concerned, is the fact that you have made a sincere and quite successful effort to uphold the traditions of multiple use of our natural resources.

ACREAGE UNDER MULTIPLE USE

And I note that on page 1 of your justifications, in referring to the management, protection, and development of the national forests and the national grasslands, you call attention to 186 million acres of national forests and grasslands being managed under the multiple use, and for sustained yield.

And under these principles, natural resources of outdoor recreation, range, timber, watershed, and wildlife are utilized in a fine combina-

tion that will best meet the needs of the Nation without impairing productivity of the land.

I know you have been dedicated to that principle; and the progress which has been made, especially during the past 10 years of your leadership, reflects a very fine degree of success.

Without wanting to embarrass you in any way, I wonder if you cannot look back and tell us whether you feel that problems have increased or decreased in this very material expansion of the Forest Service program.

INCREASE IN LAND PROBLEMS

Mr. McARDLE. Thank you, Senator Dworshak, for giving me credit, which I personally feel I do not deserve, but I am human, and I am glad to hear it.

To answer your question, I think I would have to say that our problems have increased tremendously during this period, and we welcome this, because it means the American people are using the lands that they own, and that they are being made available to them. These public lands are being made available to more people for more different kinds of uses than heretofore.

We think that is exactly the way it should be. Our ambition is to make these lands even more available. But with use by people come problems of land use and in the future we shall have many more problems.

Senator DWORSHAK. I presume that you realize the assaults being made upon our public lands for single-purpose use, and you do feel that there is the need of maintaining the full utilization for forest lands. For instance, reference was made a few minutes ago by Senator Mundt to the development of recreational facilities in national parks. Is it not true that you have more visitors to use your facilities within the national forests for recreation purposes than the Park Service does?

Mr. McARDLE. I think that is correct, Senator, but I think we also have to remember, in fairness to our sister agency, that the national forests encompass a great deal more acres than the national parks.

DIFFICULTIES OF FAIR ASSIGNMENT OF USE

It is I think quite proper that certain of our public lands that contain outstanding scenic resources be restricted in their public use, but the national forests, although they contain many outstanding scenic resources, also have large areas which, as you know, can serve a variety of purposes, and we are trying to do that.

I have many requests, Senator, from individual user groups who want to bolt down one particular use over large areas of the national forests, priority over all other uses. I once added up all of these requests, and they totaled more than the 186 million acres of the national forest system.

So it seems to us that as time goes on, that because we have only just so much land in this country from which we get all of our food and clothing, and so on, as I mentioned earlier, we will have increasing need to make full use of all land. If you look at a map of the United States, and remembering that, since we are not an aggressor Nation, this is all the land we are ever going to have—what we have

now—much of the most productive land is going into superhighways, into other uses that of necessity have to be single uses.

And so we have thought that as we are going to have twice as many people by the end of this century, needing more and more and more of everything, from just so much land, we will have to get as much use out of that land as possible. That, I think, may be what you had in mind in emphasizing this principle of multiple-use management. We can utilize that principle on the national forests but it may not be possible to apply the principle everywhere. I mentioned road construction as one example.

Senator DWORSHAK. I am in accord with your comments stressing the multiple uses, because, as you know, in Idaho, we have about 20 million acres of U.S. forest land, or more than 10 percent of the total, and the effective and efficient and full utilization of those forests mean a great deal to the economy of our State.

MEETING OF FOREST INDUSTRY GROUP

Now leading up to what I want to ask now, I must refer to a conference which was held in the office of the Secretary of Agriculture last month, when representatives of the forest industy came to the Capitol to discuss some of the problems of that industry.

I made a check to see whether the Forest Service had any representative present, and I believe that you did not have anybody present at that conference in Secretary Freeman's office.

Mr. MCARDLE. No, sir. But the executive committee, as you might say, of that group, had met with us a few days previously on precisely the same subject, and using the same material.

Senator DWORSHAK. Well, that gave you a comprehensive understanding of some of those problems, then, of the lumber industry. And I want to ask primarily for the record three or four questions dealing with some of those problems and programs.

ALLOWARLE TIMBER CUT IN IDAHO

First, will you furnish for this record the amount in board feet of the allowable cut of timber in each U.S. forest in Idaho for the last year, and the amount actually put up for sale and the amount sold?

Of course, you realize that when the industry is depressed, so far as prices and demand are concerned, it would not be economically sound to expand the marketing of timber. But at the same time, with trees growing older just like we grow older, you have to have a program providing for the taking care of stumpage that may become overripe. That is true, is it not?

Mr. MCARDLE. That is correct; yes, sir.

Senator DWORSHAK. And you are well aware of the importance of meeting your allowable cut requirements so far as possible? What are they today?

Mr. MCARDLE. We will be glad to insert that information, Senator, but I hope you will bear in mind that our estimates of allowable cut, which is the amount that could be cut each year, without destroying the productivity of the forest for an even, sustained yield level—in figuring those allowable cuts, we include everything, including species and sizes of trees which today are not salable and including also

timber which today is not accessible. So to some extent an allowable cut estimate is not as realistic as we would like to have it. It does indicate the goal toward which we are working.

(The information referred to follows:)

National forest timber sales, fiscal year 1961, State of Idaho

[In thousand board-feet]

Forest	Annual allowable cut [1]		Offered under formal advertisement volume	Volume sold [3]	
	Sawtimber	Products [2]		Sawtimber	Products
Boise	129,900		138,699	140,944	866
Caribou	8,000			1,128	358
Challis	10,000		10,350	10,866	406
Clearwater	158,000	11,200	107,619	107,250	4,874
Coeur d'Alene	127,000	21,400	90,712	98,246	5,019
Kaniksu	132,000	31,500	60,922	63,814	3,699
Nez Percé	98,000	52,000	123,096	120,637	322
Payette	91,500		52,654	53,428	186
Salmon	20,000	10,000	20,080	20,863	464
Sawtooth	21,000			933	1,937
St. Joe	52,000	21,400	87,472	90,901	2,685
Targhee	40,000	10,000	318,000	319,434	2,718
Total	887,400	157,500	1,009,604	1,028,444	23,534

[1] As of midpoint of fiscal year, Jan. 1, 1961.
[2] Poletimber, converted to board-feet, Scribner Decimal C.
[3] Includes volumes of small unadvertised sales.

ACCESS ROADS AND TRAILS

Senator DWORSHAK. You are constantly trying to get access roads and trails that will make more accessible some of the more isolated stands of timber, which are possibly overripe?

Mr. MCARDLE. Yes. And, Senator, I think this may be in part what you have in mind. Let me express, since I will not be meeting with you again, a very strong personal feeling, which I know is shared by my successor:

These lands are for use. Timber use is one of the important uses. Our future, in making management of these lands successful, hinges to a considerable extent on having a strong and prosperous forest industry. We cannot have a strong and complete program of forest conservation in this country without a strong and prosperous forest industry. And likewise we cannot have a strong and prosperous forest industry without a strong program of forest conservation.

So when the timber industry in this country suffers—and this is particularly true in the five western States, where three-fourths of national forest timber cut is harvested today—when they suffer, we suffer, and when they prosper, we come before this committee with considerable pride and tell you that our receipts are up. When the timber market is down, we have to come before you and say that we are not taking in as much money for the Treasury this year as we had hoped.

Senator DWORSHAK. You of course are subject to the fluctuations which take place in the overall lumber industry.

Mr. MCARDLE. That is correct. But I want to add one other thing. More than the amount of receipts coming to the Treasury, 25 percent of which go back to the States and counties, more than that, our

concern is with jobs for the people. And in many places in the West, the cutting of timber from private lands and State lands and national forest lands is a major source of local employment. When the lumber industry goes into a slump, as it has now, then jobs go down, and the local economy suffers.

LUMBER SITUATION IN NORTHWEST

Senator DWORSHAK. Along that same line, I want to put the spotlight on the lumber situation in the three northwestern States of Oregon, Washington, and Idaho, and call your attention to the fact that there is widespread distress, at least in northern Idaho, in the lumber areas. And during the past year, I have been trying to ascertain what is primarily responsible, and I am inclined to think that the increased exports of lumber from Canada are largely responsible.

For instance, in 1960, Canada exported 59 percent, or 563 million board-feet, of the total production, while in the United States during 1960 we exported only 2.5 percent of our total production. So your comparison is between exports of 59 percent, by Canada, to 2½ percent of exports by the United States.

Now, you are aware of that situation, in that regard, and probably have tried to do something about it. Can you give us a brief comment on that competition?

Mr. MCARDLE. It may be that Mr. Cliff will also want to comment on this but there is much to what has just been said.

LUMBER SHIPMENT PROBLEMS

The shipment of lumber from Canada, British Columbia, to the east coast, has increased quite substantially, and American shippers, those who ship by boat, are at a disadvantage, because they are required to ship in American bottoms. The Canadian shipper may shop around and get a cheaper rate. There are other costs which are higher, also.

In inland areas, such as northern Idaho, the Canadian shippers are also at an advantage, because they have a special allowance of free time, amounting to about 2 weeks, I believe, on the railroads, which, as I understand it, owing to a Supreme Court ruling, cannot be given to U.S. shippers. These and other factors have put our U.S. timber mills at a disadvantage.

There have been meetings held on this problem. I think for one thing it would probably require revision in existing legislation, in order to take care of the major reasons—at least major in my opinion—for these differences in advantage enjoyed by Canadian and United States shippers. There is no question, Senator, but what this is a very serious situation.

APPRAISAL POLICIES

Senator DWORSHAK. Along that same line, do you not think these problems of timber processors to meet this competiton make it imperative that appraisal policies encourage sound forest conservation programs and economic incentive to develop and maintain a sound timber economy? Do you not think that is very vital to help our lumber operators to overcome this terrifically difficult competition?

Mr. McArdle. We have no question about that, Senator. It is, however, a very big question, and one which I cannot dispose of in just a few words.

OVERINSTALLATION OF MILL CAPACITY

One of the things which concerns us on this is that in many places there is overinstalled mill capacity in comparison with the amount of timber available, which results in a considerable competition for the available timber.

In the five States where, as I have said, three-fourths of the national forest timber is sold, bid prices now average 35 percent above our appraised prices. If we reduced appraised prices just arbitrarily to say, one-half of what they are now, the bid prices would still be higher. I suppose that to sell the timber at appraised prices, whatever they may be, would force someone to, in effect, play God and decide which mills are going to live and which ones are going to die.

We are not in any sense ignoring this situation, nor are we ignoring the meeting which was held with us and the meeting which was held with the Secretary. We are exploring it fully, without losing any time. Last week we had a meeting of all of our regional foresters and spent a considerable amount of time exploring this whole subject. I am sorry that I am not going to be able to stay and see this particular project through to completion, but I know that Mr. Cliff is much concerned about it and will keep right at it. He may want to comment in addition, but I have told you how I feel about it.

Senator Dworshak. Thank you very much.

Mr. Cliff?

MODIFICATION OF APPRAISALS

Mr. Cliff. Yes: I would like to add just a little to what Mr. McArdle has said.

One of the suggestions that has been made by the timber industry to help meet this problem of increased competition from Canada is the modification of our appraisals.

We are looking into that very carefully. We have had a man in British Columbia looking into just what they are selling timber for and how they go about making their appraisals. We want to find out whether these statements that our timber is selling for a lot more than their timber are based on fact. Preliminary results indicate there is not so much difference as has been represented in appraised prices.

As we understand our legal responsibilities, we are supposed to sell timber by competitive procedures at an appraised price. The legal interpretation that has been put on that by our advisers in the Department is that appraised price means fair market price.

SALES BELOW MARKET PRICE

Suggestions have been made that we sell at less than fair market price in order to help the industry over some of these difficulties. We seriously doubt that we have that authority. If the Congress of the United States wants the national forest timber to be used or to be sold for less than fair market price, it may require additional legislation. As we interpret our authority, we must sell at not less than fair market

price. Our appraisals must be at fair market price. We do not have authority to reduce them below that.

Senator DWORSHAK. That is determined to a large extent by the competitive bidding on your stumpage sales?

Mr. CLIFF. Well, of course, we look at the history of the competitive bidding, and we consider that in our determination of fair market price, but we do not rely on it completely, nor do we use only the high bids in making our comparisons. We try to use considerable judgement in the way we analyze what is the fair market price.

SIMPLIFICATION OF CONTRACTS

Senator DWORSHAK. Well, I hope the Forest Service will, in addition to the other facts of this survey, consider the possibility of timber sale contracts being simplified. I think you have had a lot of complaints from particularly the smaller operators, who believe that it is quite difficult to interpret realistically some of the contracts which you use.

Mr. CLIFF. Yes; this is a problem. And, of course, we are willing to sit down with our purchasers and go over this timber sale contract matter. We did that about 7 years ago, and the contract that we are using now is a result of very detailed collaboration with the industry.

There have been some changes, not very many, since that time, but we are very willing to sit down with responsible representatives of the industry and to review again the timber contract provisions.

Senator DWORSHAK. Thank you for that assurance.

I want to explore very briefly another aspect of some of the problems, so far as the revenue is concerned, for the States and the taxing areas, which embrace some of the U.S. forest lands.

INCREASED PERCENTAGE OF RECEIPTS OF STUMPAGE SALES TO STATES

You know, of course, that reductions are made in stumpage prices for building access roads by the contractor, and in taking care of the slash and other developments, or other activities I should say, which are required by law.

I want to call your attention to the bill I introduced last year, which would have required that 25 percent of the gross sales of stumpage be turned over to the States, rather than 25 percent of the net. As you realize, the net gets down to a very low figure.

Are you also giving consideration to that situation?

ROAD COST FACTOR IN STUMPAGE RETURNS

Mr. CLIFF. One of the big factors in this problem you have pointed out is the matter of roads. That is one of the things that costs the most. Whenever we have to rely on the timber operator to construct the roads, we do make an allowance, in the appraisal, for the cost of that road. The net result is that the stumpage is appraised at a lower value, the receipts are less, and proportionately, the county's share is less.

If we had enough money to build the main line roads that we should be building, the result would be that it would reduce the operator's requirement for working capital, it would increase the county's returns, and I think it would improve competitive bidding.

FOREST CROP COSTS

On some of the other items, we believe that such things as slash disposal, erosion control, and putting the ground in shape to produce another forest crop, is a legitimate cost, an operating cost, in harvesting timber. It is just one of the things that needs to be done; like the farmer has to spend some money in plowing his fields and getting them ready for the next crop. It is a part of the cost of producing timber; and our position is that the counties are not really entitled to 25 percent of such costs.

I would say, though, that this is the kind of work which requires local labor, and the money which is being used for these activities, the great bulk of it, is going into payrolls, which do help the local economy. It is very important in some places. It provides labor for more people.

If we did not do these things, we would have to reduce the amount of timber we could cut. The allowable cuts would be less, if we do not get these lands promptly back into production. So in the long pull, this is a good investment, not only for the Federal Government, but it is a good investment for local governments.

I know that does not help pay the teachers' salaries this next month, but it is still a good investment for the local people.

NO TAX BASE FOR U.S. PROPERTY

Senator DWORSHAK. I think you have presented some logical observations on that particular problem, and I assure you that the main difficulty, as pointed out by our county and other tax units, is that there is no tax base for U.S. property. And, of course, that is a serious handicap, as you well know.

I wanted to point out that in your budget for 1963, you are asking for $37½ million for forest roads and trails, an increase of $2½ million over 1962, and considerably more than the average of about $30 million which you received for this program in past years. That will help materially, along with the $2 million which you are asking for the access road program?

INCREASE FOR ROADS AND TRAILS

Mr. CLIFF. Actually, our budget is for more than that, and I think Mr. Greeley should comment on that. He is handling that program now. We are asking for more than the $37½ million.

Mr. GREELEY. Senator, the budget request is for $37½ million, which is all that remains of the authorizations which have previously been made for fiscal year 1963. But there was included as part of the submission in connection with the budget a proposal or a statement that there would be a request to increase the fiscal year 1963 authorization from $40 to $50 million, and that if that increase in authorization is granted, then it would be followed by a further request for money to implement the action program that could result.

ACCESS ROADS TO RECREATIONAL SITES

Senator DWORSHAK. I wanted to ask also about a situation that is quite bothersome in Idaho. I think it comes under your supervision, Mr. Greeley.

In Idaho, we have some very valuable recreation sites in national forests which do not have very much merchantable timber. Our roads are needed for watershed management, grazing programs, and fire protection, as well as for recreational use, such as picnicking, fishing, and hunting.

Now, is there any thinking along the line that these recreational needs can be met in U.S. forest areas by helping to build access roads?

Mr. GREELEY. Senator, our problem in meeting that need has been a part of the overall problem of meeting needs for roads. There is such a tremendous backlog of needs for road mileage, both for the uses that you have cited and for extensive needs for fire protection, as well as for the harvest of our timber crop.

The kind of thinking that we have been giving to this, sir, is in the direction of the total dollar values, for instance, that are included in the development program for the national forests, in which we undertook to forecast the funding levels which would be necessary to have a program which is adequately going forward to meet these needs for roads and other things on a broad front.

Senator DWORSHAK. There is considerable validity in the point that areas that do not have merchantable timber but have other great potential uses are deserving of consideration when it comes to building these roads?

Mr. GREELEY. Very much so; yes.

RECREATIONAL DEVELOPMENT, PALISADES RESERVOIR

Senator DWORSHAK. Can someone very briefly give me a report on the recreational development adjacent to the Palisades Reservoir in the South Fork of the Snake River?

Mr. CLIFF. I would be glad to do that.

Senator DWORSHAK. Just very briefly. Are you making good progress?

Mr. CLIFF. Yes; we are. We are making good progress, and we are quite proud of what we are doing there.

As you know, this was a reclamation project, and the private lands adjacent to that reservoir were purchased by the Reclamation Service and have been incorporated in the two adjoining national forests.

This is one of the few exceptions where we did get some funds through the Reclamation Service for planning and for some additional development, and we are moving ahead with campground construction and some summer home installations and making very sound progress on that project. I think it is going to be one that we can be proud of and that your State can be proud of.

Senator DWORSHAK. You have funds in this budget to continue the development of that recreational area?

Mr. CLIFF. Yes, sir.

PEST CONTROL

Senator DWORSHAK. Mr. Chairman, I would like to take just a few more minutes, and I appreciate your patience, to get something in the record on the outlook for pest control.

I know in Idaho within the past couple of years we have had an outbreak of beetles and moths, and I know that in various other areas you have budworms and some of the other pests which destroy the timber to such an extent that it becomes more subject to the inroads of fire, particularly, and fire hazards have been increased greatly in the past few years.

What is the situation currently on pest control?

Mr. SWINGLER. Senator, I will answer that.

We are faced today with probably the largest number and most destructive epidemics of pests that we ever have had before in our history. We think it is on account of the drought that has hit the West over the past few years. We have asked for an increase of $1,300,000 in this budget; and, Mr. Chairman, we also have before the Congress a request for a million-dollar deficiency for this year.

We think possibly we got a break this year in the weather. The drought was broken in a great many areas in the West, and we got a lot of cold weather out there. So possibly the bugs above the snow line have been reduced. We are hoping. But we will not know until next spring.

On the basis of our surveys, we believe that the million-dollar deficiency which is now before the Congress, with the $1.3 million increase in this budget, by the end of next fiscal year we will be abreast of the pest situation in the United States.

Senator DWORSHAK. Have you had any new outbreaks recently?

Mr. SWINGLER. Not since last fall. We have both the bark beetle and the spruce budworm, from Montana clear down into New Mexico.

Senator DWORSHAK. You are doing more effective work now, are you not, by using airplanes in the application of chemicals?

Mr. SWINGLER. We have always used airplanes, of course, on the spruce budworm, but we are doing much more effective work on the white pine blister rust through the use of airplanes and the use of actidione. We are pretty well along with our work, and pretty well abreast of our work on white pine, especially in Idaho. We have not had nearly as much success with our actidione and other antibiotics in the East and other areas. We are working on that.

BLISTER RUST SITUATION

Just one thing about northern Idaho: About 10 years ago we abandoned to the blister rust about a million acres of white pine, because we just did not have the knowledge to take care of it. We did not know how to stop the rust after it once got into the tree. All we could do was keep it from spreading from one tree to the other by the elimination of Ribes. Now by these new antibiotics, we can stop the rust after it hits the tree. And we have asked for a $100,000 increase in next year's budget to start working, to reclaim the best of that acreage, even though it has been attacked by the blister rust.

That is more or less of an experiment, and it is a pretty small amount, but we are going to try now to get back into some of that

million acres and reclaim it because of our added knowledge on how to control the white pine blister rust.

ROAD IN AREA

Senator DWORSHAK. Do you have roads into that area?

Mr. SWINGLER. Well, in a great many areas we do. But what we are attempting now with our new phytoactin is to spread it by either fixed-wing airplane or by helicopter. So we will not need the roads.

Senator DWORSHAK. Is any of that million acres embraced within the primitive areas in Idaho?

Mr. SWINGLER. I think, some of it was.

Senator DWORSHAK. How many acres?

Mr. SWINGLER. I do not have that figure, Senator.

Senator DWORSHAK. When we get the wilderness preservation system established, of course you cannot build roads. You will have to send Mr. Cliff and some of his assistants by plane in there to cope with some of these problems.

Mr. SWINGLER. Frankly, we are hopeful that eventually we will have it worked out to the point where we will be taking care of practically all of our blister rust by airplanes and helicopters.

Senator DWORSHAK. I appreciate the fine response to my questions, which are basic to the success of the utilizing of our U.S. forests, particularly in Idaho, as well as in the other Western States.

And I want to thank you for your patience, too, Mr. Chairman.

Chairman HAYDEN. The committee will stand in recess until 3 p.m.

(Whereupon, at 12:05 p.m., the subcommittee was recessed, to reconvene at 3 p.m., the same day.)

(AFTERNOON SESSION—MONDAY, MARCH 12, 1962)

FOREST PEST CONTROL

Chairman HAYDEN. The committee will be in order.

We will resume with the Forest Service where we left off this morning.

What is the overall situation with respect to forest pest control, and how is it reflected in the supplemental appropriations for the fiscal year 1962, and fiscal year 1963 budget estimates?

Mr. MCARDLE. I will ask Mr. Swingler to answer that.

Mr. SWINGLER. Mr. Chairman, as I mentioned this morning, we are faced with one of the toughest pest-control problems in our country, from Montana south to New Mexico. We have two types of pests. One is the bark beetle which we get to right at the tree. That is why we need roads in our pest-control work. Also a great deal of our pest-control work for that type of insect, the bark beetle, is taken care of not through chemical control but through logging. Where we have roads and can log that material out and do not have to go in and spray individual trees.

We have also the second type, spruce budworm, which we attack from the air through airplanes. As I pointed out this morning to Senator Dworshak, in our other work we now have the new antibiotics by which we can arrest white pine disease rather than merely prevent its spread.

I am glad you gave me this opportunity to talk once more because I made a statement to Senator Dworshak this morning and when I checked the records I find it is wrong. He asked me if we had any blister rust work in these wilderness areas. I answered, "I think so." When I checked my records at noon we had none, so that is not a problem.

SUPPLEMENTAL REQUEST

As far as the supplemental is concerned, we have asked for a million dollars and there is a request in this appropriation bill for one million three increase. We are hopeful that with those two funds that by the end of next fiscal year there will be enough money in the budget to take care of certainly the worst of this pest situation.

Chairman HAYDEN. Being a wilderness area, would this not be a source of fees?

Mr. SWINGLER. What I am getting at, as far as blister rust is concerned, we have no work in the wilderness areas.

Not on white pine blister rust because there is none that high up in the wilderness area.

On pest control we are doing some work where it is necessary on the wilderness area; that is insect control rather than diseases control.

Chairman HAYDEN. You would not want to leave a source of infestation that would spread.

Mr. SWINGLER. No, sir; we are controlling that. But we have no white pine blister rust work on wilderness area and none is contemplated.

POLICY RELATIVE TO WILDERNESS AREAS

Mr. MCARDLE. So there may be no misunderstanding, our policy is to enter wilderness areas if necessary to prevent a large-scale spread of insects or diseases. In that respect wilderness is treated exactly as other areas. If this is not done, then epidemics may develop which would destroy tens of thousands of acres.

STATE COOPERATIVE FORESTRY PROGRAMS

Chairman HAYDEN. I note that your level of State cooperative forestry programs is the same as in 1962. Briefly, what is the status of these programs and what are the Federal and State contributions for these programs?

Mr. SWINGLER. Senator Hayden, we have four principal programs in which we cooperate with the State foresters. First is the prevention and suppression of forest fires, which is under the authority of section 2 of the Clarke-McNary law of 1924. This year the Federal appropriation is $12,465,500. The estimated State expenditures, and we can estimate at this time only, because we don't have the final reports in, is about $52 million. The second program has to do with the one we spoke of briefly this morning, the cooperative tree production program. The Federal appropriation is $296,000. That has been coming down as the soil bank program expanded. The States contribute $2,695,000 and the receipts from the private landowners which most States use to raise the trees is $4,244,000. We are attempting to change our form of distribution so that the poorly financed States will get more of the $296,000. I am sure that the States realize and

recognize as we do that we do divide $296,000 among 48 States. No matter how you divide it, no one State is going to get a great deal of money.

Under the Cooperative Forest Management Act, the State forester helps the farm woodland owner with his problem: how to grow trees, how to market them, and so forth. The Federal Government puts up $2,500,000, which is the legal limit. That is the authorization. Incidentally, legislation has been introduced this year to raise that to $5 million. The State puts up $3 million. That is another approximation. So we have somewhere in the neighborhood of 700 farm foresters on the job right now.

The last program is title IV of the Agricultural Act of 1956, which is, I believe, the only part of that act which has not elapsed. This is a cooperative program for the States to actually plant trees. The Federal appropriation is $1 million and the State appropriation is $1,700,000.

We are cooperating with 48 or 49 States in most of those programs.

LACK OF ORGANIZED FOREST PROTECTION IN ARIZONA

Chairman HAYDEN. I notice Arizona is the only one of the 50 States that provides no organized protection for State and private forest lands. What is the reason for this?

Mr. SWINGLER. You have no State forester there and no State forest organizations. It is the only State left where there is no State forestry organization. The State land out there—I believe I am correct, Mr. Cliff can correct me if I am not—the State land is protected through the Forest Service, the national forest. Privately owned land is pretty much on its own. They just have no program in Arizona.

STATE-OWNED FOREST LAND

Chairman HAYDEN. How much forest land in State ownership is there?

Mr. CLIFF. There is some, Senator, in northern Arizona, and we manage that for the State under cooperative agreement.

Chairman HAYDEN. I believe with the University of Arizona?

Mr. CLIFF. That is not quite correct.

(The following was later submitted:)

By far the largest concentration of State-owned land in Arizona is in the vicinity of Flagstaff where most of the ownership is alternate sections. These lands are on or adjacent to the Coconino and Kaibab National Forests, 36,800 acres are involved. This property is covered by a cooperative agreement with the Forest Service for protection and management. There are no cooperative agreements for management or protection of State college or university lands in Arizona. Arizona State College of Forestry at Flagstaff conducts field studies on adjacent State lands. The University of Arizona at Tucson has approached the Forest Service for an exchange to consolidate school lands for management. At the present time this proposal is dormant. The acreage of land involved is not readily available.

SURVEY ON FIRE PROGRAM NEEDS

Mr. SWINGLER. I might say, Senator, 2 years ago the Governor of Arizona asked us to make a survey of Arizona to determine whether or not they had need for a fire program in the State. We made such a study and recommended to the State that they could well use one and we would be happy to cooperate with them. That is where it stands now.

INCREASED APPROPRIATION FOR KENTUCKY STUDY

Chairman HAYDEN. The Forest Service now has a research program aimed at discovering ways to protect and restore natural resources displaced by strip and augur mining of coal for which $20,000 is proposed in fiscal year 1963. I understand $25,000 is requested in 1963 to study means of improving the processing and marketing of timber in Kentucky.

The Kentucky Farm Bureau Federation proposes that the estimates for these two programs be increased $100,000 and $60,000, respectively. Is this a desirable increase, and could you use it economically? If so, if you will place in the record an outline of the way it might be used.

Mr. MCARDLE. You want us to file a statement for the record, Mr. Chairman?

Chairmay HAYDEN. Yes.

Mr. MCARDLE. All right; we will do that.

(The information referred to follows:)

First, with respect to problems created by surface mining of coal, the increase of $100,000 suggested for research would be desirable and it could be used economically. In fact $100,000 is less than the amount contemplated as required for an adequate attack on the problem.

Research aimed at solving the problems created by surface mining of coal in Kentucky and nearby States is of very high priority. Surface mining for coal in the Appalachian coalfields of Pennsylvania, West Virginia, Kentucky, Virginia, North Carolina, and Tennessee, has severely polluted many important streams with acid mine waters and sediment. This activity is increasing rapidly with the growing need for inexpensive fuel for thermal electric powerplants. The water, timber, wildlife habitat, and recreation resources of these forest lands are being severely impaired by current methods of strip, auger, and pit mining.

A comprehensive research program is needed to determine how to plan and carry out mining operations on forest lands so as to minimize damage to other resources during the mining activity and to leave disturbed materials in a stable, acid-free condition so that immediate rehabilitation of the site is possible. Such a research program should include studies of coal haul road location, construction and stabilization, earth movement and placement on steep slopes, mechanical and chemical characteristics of overburden materials, and effects of mining operations on water quality and flow.

As to the study of timber processing and marketing problems in Kentucky, an increase of $60,000 could be used economically. However, it is felt that the surface mining problem is of higher priority at this time when considered with the fact that some increase for timber marketing research has been provided for in the fiscal year 1963 budget.

STATUS OF CONSTRUCTION PROJECTS

Chairman HAYDEN. What is the status of the construction projects that were provided for in the 1962 appropriation?

Mr. MCARDLE. For forest research, Mr. Chairman, or for everything?

Chairman HAYDEN. The whole thing.

Mr. HENDEE. We will submit for the record the accomplishments that we have for fire and general purpose construction for fiscal year 1962.

(The information referred to follows:)

FISCAL YEAR 1962

Dwellings, barracks, and cabins, constructed or planned	104
Fire lookouts, constructed or planned	42
Service and storage buildings, constructed or planned	121

PROGRESS ON RESEARCH IMPROVEMENTS

Mr. HENDEE. Now, did you want the progress on research improvements?

Chairman HAYDEN. I would like to know about that, too.

Mr. HENDEE. Would you do that, Mr. Harper?

Mr. HARPER. There are 16 projects that were appropriated for in 1962. The architectural and engineering work is now going on and should be completed very shortly for all 16 projects. The specifications will be drawn and the construction contracts let for all of them by the end of this fiscal year. We just checked very recently and find that all projects are either right on schedule or not more than a week or two off one way or the other. Each year when we start these projects an ideal schedule is prepared and we try to keep track of any problems we run into. So far we have not run into any major problems this year.

Chairman HAYDEN. Last year we had testimony on need for funds to do preplanning for additional construction for the Forest Products Laboratory at Madison, Wis. The 1963 estimate does not include funds for planning or for construction at the Forest Products Laboratory site.

SPACE NEED OF FOREST PRODUCTS LABORATORY

Please tell us briefly the status of your plans for the additional laboratory space you need for the Forest Products Laboratory.

Mr. HARPER. Senator Hayden, we were not able to include any construction items in our 1963 budget; that is, for original construction. All we could do in our 1963 estimates was to provide for completing some of the buildings that we had under construction with respect to the scientific equipment and auxiliary structures which we normally leave as a finishing item to the project.

We still have in our plans an addition of laboratory space at Madison, Wis. We would hope to get to it as soon as the financial situation would permit and it is possible to budget for this laboratory construction.

Now, I should tell you that last summer we did make a special study of the feasibility of breaking this $10 million overall project down into stages. Our engineers at the laboratory put together the various requirements and priorities. They concluded that the construction could be broken down into three stages; namely, a $4 million principal structure for a chemical and pulp and paper laboratory to be followed by a $4 million structure for our solid wood products research, and then a $2 million final stage which would provide for modernization of our existing 30-year-old building. In the final stage we would also provide for some new scientific equipment required in the new laboratory.

PRIORITY OF PROJECTS

Chairman HAYDEN. What order of those three things is the most important?

Mr. HARPER. A laboratory to provide for the pulp and paper and chemical research work would be the first priority. Then the second priority would be the solid wood products laboratory and the third would be the modernization of the existing buildings.

Chairman HAYDEN. I note in exhibit 3 that the revised 10-year forestry research program proposes an $80 million level for the fiscal year 1972. Please give us for the record the projection of this program by years, starting with 1963 as the first year, as was done for the national forest program. You can do that for the record.

Mr. MCARDLE. Very well sir.

(The information referred to appears on p. 1097.)

PROGRAM OF RESEARCH LABORATORY CONSTRUCTION

Chairman HAYDEN. From the information in exhibit 3 I assume the construction of all laboratory facilities is contemplated within the 10-year period. Will you supply for the record the proposed research laboratory construction and show the number of projects and estimated total cost by years, and a brief summary of the planned construction program.

Mr. MCARDLE. May we do that for the record, Mr. Chairman?

Chairman HAYDEN. Yes.

Mr. MCARDLE. I don't believe we have that information here today.

(The information referred to follows:)

Proposed forestry research laboratory construction program

Fiscal year	Estimated cost	Number of projects	Fiscal year	Estimated cost	Number of projects
1963	$7,000,000	6	1968	5,100,000	11
1964	11,100,000	12	1969	2,500,000	(1)
1965	13,100,000	20			
1966	13,100,000	19	Total, 1963-69	60,000,000	78
1967	8,100,000	10			

[1] The dollar estimates for construction include funds for auxiliary facilities such as greenhouses, insectaries, service buildings, or other minor structures and for scientific equipment to be provided at laboratories already built or building. These miscellaneous smaller structures are not counted as "projects" in the summary of number of construction projects. The $2,500,000 proposed for fiscal year 1969 would provide for auxiliary facilities and equipment needed at about 30 locations to complete laboratories built in the final 3 years of the construction program.

The forestry research construction program has as its objective the development of facilities at the locations where we do research that will provide for efficient high-quality work. Facilities that are planned will provide equipped laboratory rooms, offices for scientists and servicing personnel, and auxiliary buildings such as greenhouses and insectaries for the research work. There are 88 locations in the 50 States and Puerto Rico where we do research. At 21 of these locations we already have adequate facilities or they are to be provided for us. There are 78 projects proposed in the 10-year forestry research program to be constructed at the 67 remaining locations. Of the 78 construction projects, 60 units will be built at as many locations and 18 units will be built at 7 additional locations. These 18 projects represent staged construction with 2 or 3 stages planned for each of the 7 locations. Of the 67 locations for construction, 47, or 70 percent, will be on or near college or university campuses.

Forty-one of the seventy-eight projects are expected to be in the $100,000- to $500,000-size class. Only 11 projects would cost as much as $1 million.

(See p. 1096)

Proposed implementation of national forestry research program related to 1962 appropriation

Appropriation, "Forest protection and utilization"	1962 appropriation	Maximum annual level, fiscal year 1972	Amount needed for full implementation (col. 2 minus col. 1)	Fiscal year 1963		Fiscal year 1964		Fiscal year 1965		Fiscal year 1966	
				Total increase	Total available	Total increase	Total available	Total increase	Total available	Total increase	Total available
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Forest research:											
Forest and range management research.	$9,737,000	$33,705,000	$23,968,000	$2,730,000	$12,467,000	$3,220,000	$15,687,000	$3,340,000	$19,027,000	$3,400,000	$22,427,000
Forest protection research:											
Forest fire research	1,349,000	5,190,000	3,841,000	900,000	2,249,000	640,000	2,889,000	400,000	3,289,000	400,000	3,689,000
Forest insect research	1,590,000	7,125,000	5,535,000	850,000	2,440,000	750,000	3,190,000	720,000	3,910,000	700,000	4,610,000
Forest disease research	1,405,000	5,925,000	4,520,000	920,000	2,325,000	575,000	2,900,000	520,000	3,420,000	460,000	3,880,000
Forest products and engineering research	4,477,000	19,210,000	14,733,000	1,712,000	6,189,000	1,820,000	8,009,000	1,900,000	9,909,000	2,350,000	12,259,000
Forest resources research:											
Forest survey	1,583,000	2,560,000	977,000	----------	1,583,000	----------	1,583,000	270,000	1,853,000	280,000	2,133,000
Economics research	1,032,000	6,285,000	5,253,000	910,000	1,942,000	1,000,000	2,942,000	850,000	3,792,000	410,000	4,202,000
Total, forestry research program	21,173,000	80,000,000	58,827,000	8,022,000	29,195,000	8,005,000	37,200,000	8,000,000	45,200,000	8,000,000	53,200,000

Appropriation, "Forest protection and utilization"	Fiscal year 1967		Fiscal year 1968		Fiscal year 1969		Fiscal year 1970		Fiscal year 1971		Fiscal year 1972	
	Total increase	Total available	Total increase	Total available	Total increase	Total available	Total increase	Total available	Total increase	Total available	Total increase	Total available
	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)
Forest research:												
Forest and range management research	$3,230,000	$25,657,000	$2,540,000	$28,197,000	$2,244,000	$30,441,000	$1,472,000	$31,913,000	$1,002,000	$32,915,000	$790,000	$33,705,000
Forest protection research:												
Forest fire research	300,000	3,989,000	200,000	4,189,000	441,000	4,630,000	400,000	5,030,000	80,000	5,110,000	80,000	5,190,000
Forest insect research	550,000	5,160,000	640,000	5,800,000	140,000	5,940,000	615,000	6,555,000	340,000	6,895,000	230,000	7,125,000
Forest disease research	490,000	4,370,000	500,000	4,870,000	500,000	5,370,000	140,000	5,510,000	385,000	5,895,000	30,000	5,925,000
Forest products and engineering research	1,840,000	14,099,000	1,650,000	15,749,000	1,298,000	17,047,000	1,021,000	18,068,000	812,000	18,880,000	330,000	19,210,000
Forest resources research:												
Forest survey	150,000	2,283,000	----------	2,283,000	277,000	2,560,000	----------	2,560,000	----------	2,560,000	----------	2,560,000
Economics research	440,000	4,642,000	470,000	5,112,000	100,000	5,212,000	352,000	5,564,000	381,000	5,945,000	340,000	6,285,000
Total, forestry research program	7,000,000	60,200,000	6,000,000	66,200,000	5,000,000	71,200,000	4,000,000	75,200,000	3,000,000	78,200,000	1,800,000	80,000,000

BEAVER CREEK PROJECT IN ARIZONA

Chairman HAYDEN. I would like to ask what is the status of the research and development work on the Beaver Creek project in Arizona?

Mr. MCARDLE. There are three or four of us that could talk on that but I will ask Doctor Harper.

Mr. HARPER. I would be very glad to talk about the Beaver Creek project because it is one of our important projects. We are now in the fifth year of that project and next year we will start the second 5 years with the calibrated watersheds. We will install treatments on these calibrated watersheds and we will learn then what effect these treatments have on the water yield.

Now, during this first 5 years the experimental watersheds were calibrated, and by that I mean they were instrumented and we kept track of the rainfall and of the streamflow, building up a history of the relationships so that in the second 5 years we can compare what happens with the previous 5 years. Presumably if the treatments have any effect they will change the pattern of water yield and stream behavior.

RAINFALL RESEARCH

While we were doing the calibrating we collected considerable information on what happens to the rainfall between the time it reaches the treetops and when it appears as useful water down in a live flowing stream below. We are finding some important relationships which will help us explain what we find out in this next 5 years.

We have also been collecting information on how to treat watersheds. For example, we are determining how to convert scrub covered range to improved pasture by various means. We keep costs on each method so that when we are ready to introduce these on a large scale we will know what are the cheapest ways to treat the land and what types of machinery are most useful, and so on. So the first 5 years has been very productive. We have gained much information and I should say that some of that information is already being applied on areas outside of Beaver Creek itself.

OVERALL OBJECTIVES OF PROJECT

Now, if I may just recall what the overall objective of the Beaver Creek project is, I would say: We wanted to find out in the practice of multiple use what the best practices might be considering all of the forest resources while giving streamflow and good quality water production highest preference. The full answer to that, of course, won't come until we can make an economic evaluation of the treatments with respect to costs and returns and also having in mind some intangible values. That time is still ahead of us. That is why I say this second 5 years is going to be a very significant period even though we have accomplished much during the past 5 years.

UTILIZATION RESEARCH LABORATORY, ALEXANDRIA, LA.

Chairman HAYDEN. Senator Ellender asked me to ask you these questions. Is there anything in the budget for construction of a utilization research laboratory at Alexandria, La.?

Mr. HARPER. No, there is not.

Chairman HAYDEN. How much would be necessary for initiation of this project?

Mr. HARPER. Well, Senator Hayden, in answer to your request I would have to refer to the plan that we have for research construction. I do recall the project at Louisiana because we have had much correspondence with the people in Louisiana about this project. It would cost $900,000 to provide the laboratories, the office space and the modernization of an existing building which we have acquired recently and is on the site of which we will build. One reason there has been so much interest in construction of a laboratory at Alexandria, La., is that 2 or 3 years ago the office and laboratory that we had there burned to the ground and at the present time our personnel in research, the personnel in the national forest are in several different locations in rented quarters. It has been our goal for some time when we could manage it to bring them all together at a central location. According to our most recent plans, as I say, we think we should build on the site that we have recently acquired.

RELATION TO WORK AT MADISON, WIS.

Chairman HAYDEN. It is Senator Ellender's understanding that this would not be in competition with the work being done at Madison, Wis., but instead would complement that work and would use the basic research done at Madison in the field. Do you believe this would be a worthwhile project?

Mr. HARPER. Very definitely I would say it would be a worthwhile project. I also would say I would agree with him it is not in competition with the Madison laboratory program and it would indeed supplement that program. We visualize at Alexandria an excellent place to interpret and extend the results that we are getting at Madison to the special problems of Southern Pine. One product that we have recently developed at Madison illustrates this special type of application. It is called "slicewood." Slicewood is made on an experimental model of a machine that breaks a log down by slicing it with a knife rather than sawing it. You can make thin lumber by this method. This is part of our research on the overall problem of how to break a log down into lumber without creating sawdust. Sawdust is a nuisance; it is a waste. We could cut the cost of producing lumber considerably if we could get rid of the sawdust. Slicing the log is one method. We have developed that process to the point where we are working with the commercial adaptation of the process. A prototype has been designed and will be manufactured. It will be taken to our laboratory at Madison and studied to make sure it is actually making the product that we want. Then we would like to send it to Alexandria where the research worker would be available to develop cost data and to help produce the product in sufficient quantities that could be tested and evaluated on a pilot basis to see how slicewood stands up in use. That is the relationship we see between the Alexandria laboratory and our Forest Products Laboratory at Madison.

COST TO INITIATE ALEXANDRIA PROJECT

Chairman HAYDEN. How much would it cost to initiate the Alexandria project?

Mr. HARPER. The research work or the building?

Chairman HAYDEN. The construction.

Mr. HARPER. It would take $900,000, as I say, to construct the building, which would not only house the utilization research but it would also house our fire research and all programs which are carried on at Alexandria.

WATERSHED MANAGEMENT LABORATORY, LOGAN, UTAH

Chairman HAYDEN. Senator Moss asked that these questions be propounded.

Concerning the proposed Forest Watershed Management Laboratory at Logan, Utah, why is a laboratory needed? Cannot research best be done out on the watershed?

Mr. HARPER. Well, of course, we think that both the Laboratory and the experimental watersheds are needed; one complements the other. In the Laboratory you can do things under controlled conditions. You can get at the "why 's" of relationships much faster than you can out under natural conditions. It would take a long time at great expense if you had to do all this under the vagaries of weather and changing environmental conditions. So the Laboratory greatly speeds the research program. It does not replace, however, the experimental watershed because you must take these ideas developed in the Laboratory out to the field and actually test them out to make sure that they do work and that adequate quantitative data are obtained as a basis for evaluaion.

ADVANTAGES OF LOGAN LOCATION

Chairman HAYDEN. What are the advantages of locating such facilities at Logan, Utah?

Mr. HARPER. Logan, Utah, is right in the center of the major problem region. It is in the Great Basin in Utah and represents much of the upper Missouri. Logan is pretty close to the central part of that problem area. Now, we have three criteria that we normally use in locating work or relocating work. First of all, it must be near the problem; it must have close access to the problem on which we work.

Secondly, the cooperative arrangements must be satisfactory; and they are very good at Logan because there the agricultural experiment station is working on watershed and irrigation problems of farmlands. We will be working on forest land problems.

The third criterion that we use is that a location must be a good place to live as well as to work, with a scientific environment such as you find at this university. So in all those respects I would say Logan is ideal.

QUESTION OF DUPLICATION OF FACILITIES

Chairman HAYDEN. The Senator wants to know, would the proposed watershed laboratory and research projects at Logan, Utah, duplicate any of the facilities or research activities of the Utah State University?

Mr. HARPER. No; I would say not, because the university, that is, the agricultural experiment station, is working on cropland problems. They do have quite a strong program on irrigation and on the cropland problems, whereas ours would be on forest and rangeland in the higher elevations. There would be areas where we could coordinate our research program to mutual advantage, I am sure, but there would be no duplication.

FOREST SERVICE TIMBER SALES IN NORTHWEST

Chairman HAYDEN. Late Friday I received from Senators Magnuson and Jackson a letter requesting that the Committee on Appropriations inquire into timber sale activities of the Forest Service, especially as they affect lumber producers in the Pacific Northwest. The complexities of such an investigation are too great to have accomplished the inquiry in the short time available. However, I shall enter into the record the pertinent portion of their letter, and ask that you supply as promptly as consistent with thoroughness information which will be of assistance in developing the facts desired.

Mr. MCARDLE. We will do that, Mr. Chairman.

Senator Dworshak mentioned this same subject this morning.

(The part of the letter and information referred to follow:)

As you know there has been concern expressed to Secretary Freeman by a number of people in the timber industry about the Forest Service timber sale program.

We believe it would be desirable for the Committee on Appropriations to give some consideration to certain of these contentions. If the sampling is limited to Washington, Oregon, California, Idaho, and Montana, it should be possible to get a representative set of facts.

The first purpose of the inquiry should be to develop whether the Forest Service performance on making timber sales in fiscal year 1961 resulted in a record consistent with the basis upon which funds were appropriated. It should be possible to make a spot check on this and limit detailed inquiry to a few situations. If it develops that there is room for substantial improvement, we would want to ascertain whether the budget requests have been on a realistic basis or whether the situation results from operating deficiencies.

The second purpose should be to ascertain whether the computation of allowable cuts is reasonably current and, especially in those areas where there is a heavy demand for timber, the cut is set at optimum sustained yield levels.

The current situation facing Northwest lumber producers is quite critical, especially in the light of increased imports of Canadian lumber. We want to work constructively with Secretary Freeman on this matter and we know that our colleagues feel the same way.

* * * * * * *

Before getting too involved in these questions in the hearing of the Forest Service budget we are sure that some of us would want to talk with you further on the basis of having the facts before us.

It may be that we will want to consider some revisions in the budget as presented, additional funds, or possibly some guidance in the form of language in the committee report, depending upon our judgment on which course will produce the best results in the most constructive manner.

National forest timber sales in fiscal year 1961

[In thousands board feet]

	Financed quota	Volume sold	Percent of financed quota sold
Region 1	1,495	1,187	79.0
Region 2	640	279	44.0
Region 3	365	465	127.0
Region 4	625	614	103.0
Region 5	1,735	1,072	62.0
Region 6	4,635	3,812	82.0
Region 7	200	136	68.0
Region 8	950	843	89.0
Region 9	520	331	64.0
Region 10	375	117	31.0
Total	11,540	8,856	76.9

We are not satisfied with this record and intend to obtain much closer adherence to planned sale schedules. However, a number of factors make it difficult to keep sales up to previously estimated levels during periods when lumber market levels and industrial activity are declining, as was the case in fiscal year 1961. During favorable market conditions in fiscal years, 1959 and 1960, sales were 109 percent and 117 percent of planned schedules as compared to 77 percent in fiscal year 1961.

Basis for approved allowable annual cuts on the national forests, as of Jan. 1, 1962

[Thousands of acres of commercial forest land]

	Cut based on current inventory (plan revised or reinventory made in past 10 years)	Cut based on plan or inventory more than 10 years old or on incomplete inventory data	Total
Region 1	15,644	794	16,438
Region 4	7,552	2,635	10,187
Region 5	7,206	1,512	8,718
Region 6	13,724	4,292	18,016
Subtotal	44,126	9,233	53,359
Percent	82.7	17.3	100.0
Region 2	3,718	5,356	9,074
Region 3	3,149	2,259	5,408
Region 7	2,096	1,567	3,663
Region 8	5,997	3,321	9,318
Region 9	6,630	990	7,620
Region 10	4,526	----------	4,526
U.S. total	70,242	22,726	92,968
Percent	75.6	24.4	100.0

The foregoing table shows that for the national forest system as a whole 75 percent of the commercial forest land is now covered by up-to-date timber inventories. For the Northwestern and Pacific Coast States where the demand for national forest stumpage is most intense, 83 percent of the commercial forest land is covered by up-to-date inventories. Work underway in Oregon, Washington, and California will provide up-to-date inventories on virtually all commercial forest land within 18 months. The situation for each of these five States is summarized below.

For all national forests in Washington and Oregon, allowable cuts are based on inventories which have been either made or adjusted since 1955. Allowable cut has been increased more than 1 billion board feet since 1955. Reinventories are well underway where present allowable cuts are based on adjusted older inventories.

Forests on which new allowable cuts have been established within the last year are the Okanogan, Siuslaw, Umpqua, Umatilla, Wallowa-Whitman, and Winema. Forests where new allowable cuts are scheduled for establishment in calendar year 1962 are the Deschutes, Gifford Pinchot, Mount Baker, Mount Hood, Rogue River, Siskiyou, Snoqualmie, and Wenatchee.

Replacement of old or incomplete inventories by acceptable current inventories is proceeding rapidly in California. New allowable cuts based on new inventories were established for 14 working circles in 1961 and are scheduled to be established for 13 additional working circles in 1962. This will leave only two or three minor working circles for recalculation after 1962.

In Montana and North Idaho (north of the Salmon River), all commercial national forest land is managed under current and approved plans. All of these plans are based on recent inventories except that for the Kaniksu National Forest. Here an older inventory was updated. A new inventory and plan revision is scheduled for fiscal year 1963.

In south Idaho about 43 percent of the commercial national forest land and 67 percent of the allowable cut is in the Boise and Payette National Forests. These have approved plans based on modern inventories. Lack of markets rather than intensive demand for stumpage is characteristic for most of the other national forests of south Idaho. Inventories are underway to provide a basis for revision of allowable cut estimates for the Caribou, Salmon, Sawtooth, and Targhee National Forests.

Forest Roads and Trails

Chairman Hayden. There will be placed in the record the Forest Service request for $37,500,000 for forest roads and trails during fiscal year 1963. This is $2,500,000 more than the appropriation in 1962.

(The information referred to follows:)

Appropriation Act, 1962 and base for 1963	$35,000,000
Budget estimate, 1963	37,500,000
Increase	2,500,000

This appropriation provides for the liquidation of obligations incurred for the construction and maintenance of forest roads and trails pursuant to the authorization contained in the Federal Highway Acts of 1958 and 1960. Roads and trails are essential to protection and management of national forests, and utilization of their resources. An appropriation of $37,500,000 for 1963 will provide sufficient cash to liquidate prior year obligations, and obligations planned for fiscal year 1963 which must be paid by June 30, 1963.

Analysis of cash requirements by activities [1]

	Actual, 1961	Estimated, 1962	Estimated, 1963	Increase (+) or decrease (−)
Construction of roads and trails	$23,308,925	$27,240,715	$28,870,000	+$1,629,285
Maintenance of roads and trails	7,786,590	8,732,645	8,630,000	−102,645
Total	31,095,515	35,973,360	37,500,000	+1,526,640

[1] The annual appropriation language and the Department presentation combine the appropriation for "Forest roads and trails" made pursuant to 23 U.S.C. 205 and the appropriation of 10 percent of forest receipts for construction and maintenance of roads and trails pursuant to 16 U.S.C. 501. This merger of funds is made in order to simplify the programing, allotment, and accounting of funds at the field level. Since the accounts for these 2 funds are merged it is not practicable to distribute obligations and expenditures between the 2 appropriations on a precise basis. The amounts shown for the "Forest roads and trails" appropriation are a proration based on the percentage that contract authorization used under the appropriated funds is of total available funds. Expenditure amounts for maintenance are based on all such obligations requiring cash payment during the fiscal year in which obligations are incurred.

Authorizations for appropriations [1]

Fiscal year	Construction	Maintenance	Total	Funded	Unfunded
1961	$22,000,000	$8,000,000	$30,000,000	$30,000,000	
1962	29,500,000	8,000,000	[2] 37,500,000	[3] 24,336,000	$13,164,000
1963	29,300,000	8,200,000	[4] 37,500,000	37,500,000	
Total	80,800,000	24,200,000	105,000,000	91,836,000	13,164,000

[1] The annual appropriation language and the Department presentation combine the appropriation for "Forest roads and trails" made pursuant to 23 U.S.C. 205 and the appropriation of 10 percent of forest receipts for construction and maintenance of roads and trails pursuant to 16 U.S.C. 501. This merger of funds is made in order to simplify the programing, allotment, and accounting of funds at the field level. Since the accounts for these 2 funds are merged it is not practicable to distribute obligations and expenditures between the 2 appropriations on a precise basis. The amounts shown for the "Forest roads and trails" appropriation are a proration based on the percentage that contract authorization used under the appropriated funds is of total available funds. Expenditure amounts for maintenance are based on all such obligations requiring cash payment during the fiscal year in which obligations are incurred.

[2] Consists of $35,000,000 authorization for 1962 plus $2,500,000 of the $40,000,000 authorization for 1963 made available for obligation in 1962.

[3] The 1962 appropriation of $35,000,000 less prior year unfunded authorization of $10,664,000 provides $24,336,000 for funding of the $37,500,000 authorization for 1962.

[4] Consists of $40,000,000 authorization for 1963 less $2,500,000 made available for obligation in 1962.

Status of unfunded authorizations

Unfunded contract authorizations beginning of 1962	$45,664,000
Appropriation, 1962	−35,000,000
New contract authorization, 1962 (1963 authorization available in 1962—Federal Highway Act of 1960, approved July 14, 1960)	+40,000,000
Total unfunded beginning of 1963	50,664,000
1963 budget estimate (cash requirements)	−37,500,000
Balance to remain unfunded as of June 30, 1963	13,164,000

Unfunded balance consists of obligations for which cash will not be required in 1963.

Analysis of cash requirements

1. Unliquidated obligations June 30, 1961	$10,888,214
2. Estimated cash requirements to finance 1962 program	[1] 25,085,146
3. Total cash requirement by June 30, 1962	35,973,360
4. Less cash on hand 1962	36,316,745
5. Cash balance from 1962 available for use in 1963	−343,385
6. Obligations in 1962 for which cash was not provided in line 2	13,507,386
7. Estimated cash required to finance 1963 program	[2] 24,335,999
8. Total cash required for 1963	37,500,000

[1] Based on 65 percent of new obligations (totaling $38,592,532) requiring cash payments during the fiscal year. This percentage is approximately in line with rate of cash payments in past years.

[2] Based on 65 percent of $37,500,000 of new obligations, or $24,375,000, but decreased by $39,001 to provide rounded appropriation.

The following tabulation reflects the total program for the construction and maintenance of roads and trails on the national forests by combining the funds available under the appropriation "Forest roads and trails" with the permanent appropriation of 10 percent of national forest receipts. This permanent appropriation for "Roads and trails for States" (10 percent fund) is estimated at $11,600,000 for 1963 compared with $10,020,000 for 1962, an increase of $1,580,000.

Project statement

Project	1961	1962 estimated	Increase (+) or decrease (−)	1963 estimated
1. Construction of roads and trails	$32,638,424	$37,612,532	+$187,468	$37,800,000
2. Maintenance of roads and trails	10,827,475	11,000,000	+300,000	11,300,000
Total obligations	43,465,899	48,612,532	+487,468	49,100,000
Transfer from "Roads and trails for States"	−14,165,522	−10,020,000	−1,580,000	−11,600,000
Program under "Forest roads and trails" contract authorization	29,300,377	38,592,532	−1,092,532	37,500,000
Obligations incurred under unfunded contract authorization	+699,623	−3,592,532	+3,592,532	
Total appropriation or estimate	30,000,000	35,000,000	+2,500,000	37,500,000

INCREASE

(1) *An increase of $2.5 million to meet cash requiremnts for liquidation of contract authorization.*—This additional cash is required to—

(*a*) Pay for obligations of the prior year which will be due for payment in fiscal year 1963, and

(*b*) Pay the portion of 1963 obligations of $37.5 million contract authorization which will require cash payment in that year.

The net increase of $487,468 in total obligations provides no change in obligations of new contract authorization in 1963. It is comprised of an increase of $1,580,000 in funds avaliable from the permanent appropriation, "Roads and trails for States" (10-percent fund), offset by $1,092,532, of the available contract authorization which was not obligated in 1961, but is planned for obligation in 1962.

Although the appropriation would be increased, the program resulting from this increase would remain at the 1962 level, since the 1962 obligation authority was also $37,500,000. The Federal Highway Act of 1960 provided contract authorization of $35 million for fiscal year 1962 and $40 million for fiscal year 1963; $2,500,000 of the 1963 authorization was approved for obligation in 1962. Therefore, only $37,500,000 contract authorization remains available for use in 1963.

The rate of accomplishment proposed in the development program for the national forests exceeds the existing authorization level. To permit the forest road and trail program to come closer to the level of the development program, additional 1963 contract authorization of $10 million is needed. Legislation is being proposed to increase the 1963 Federal Highway Act authorization to $50 million. If enacted, a supplemental appropriation would be necessary.

An increase of $10 million in contract authority could be programed for essential road work in connection with the development program for the national forests as follows:

Primarily timber access roads	$5,000,000
Primarily other purposes, such as fire and recreation roads and for bridge replacement	5,000,000
Total	10,000,000

An appropriation of $6,500,000 would be needed to provide sufficient cash to liquidate obligations that would be incurred by June 30, 1963.

GENERAL STATEMENT

Chairman HAYDEN. Would you please discuss this program, indicating your primary needs and also, if you have it available, the dollar values which will be created because of accessibility of timber and ability to protect against and suppress fires?

Mr. MCARDLE. Some of that we may have to supply for the record, but perhaps Mr. Greeley can answer most of the question right now.

AMOUNT REQUESTED

Mr. GREELEY. Senator, to speak to the question of amounts requested now and our greatest needs, we are asking in this budget for $37½ million, which is the amount of the authorization remaining for fiscal year 1963. There is also included in the budget request an increase of $2½ million cash because we had a cash appropriation last year of $35 million; but in addition we had authority to obligate $37½ million by drawing on advance contract authorizations. So we need now the cash to pay for the additional $2½ million.

Chairman HAYDEN. I remember that.

Mr. GREELEY. This means in effect we are maintaining the same level of road program for fiscal year 1963 as we were operating on this year.

LAG IN ROAD CONSTRUCTION

Now actually the road part of the development program for the national forests is falling behind the rest of the development program. This comes about through several reasons but one of the main reasons is that the authorizations that we are operating under now were enacted in legislation of 2 years ago which was prior to the time the figures for the present program were developed. Under the revised development program for the national forests the present 1963 budget including the $37½ million for roads, provides for financing for about 84 percent of the projected 1963 needs. That is the figure for the full program.

For the road part the figure is only 68 percent and that is one of the reasons why the budget commits us to request a $10 million increase in authorization for fiscal year 1963, and, if that request is granted, also commits us to request appropriations under the amended authorization. If this increase comes about the road financing figure would be at 81 percent of the projected road financing for fiscal 1963.

LEGISLATION PROPOSED

Chairman HAYDEN. Has this legislation been introduced and if so, what is its present status?

Mr. GREELEY. It has not been introduced, sir. It is contemplated that the portion dealing with authorizations will be sent up as part of the administration measure for the biennial highway bill. This has not been sent up yet, sir.

ACCESS ROADS

Chairman HAYDEN. There will be included in the record the request for $2 million for access roads. These funds are used to purchase, or to condemn if purchase negotiations fail, existing roads or right-of-way needed for access to the national forests. This is the same amount available last year but it is twice as much as you requested last year, since the Congress added a million dollars to the request for like amount.

(The information referred to follows:)

ACCESS ROADS

Appropriation Act, 1962 and base for 1963	$2,000,000
Budget estimate, 1963	2,000,000

Project statement

Project	1961	1962 estimated	1963 estimated
Access roads [1]	$1,848,782	$2,151,218	$2,000,000
Unobligated balance brought forward	−1,000,000	−151,218	
Unobligated balance carried forward	151,218		
Appropriation or estimate	1,000,000	2,000,000	2,000,000

[1] Represents obligations. Applied costs for 1961 are $1,818,782. The difference of $30,000 represents an excess of orders placed over orders received in that year.

As to dollar values that will be created because of accessibility of timber and ability to protect it, the problem is one of maintaining the ability of the Forest Service to carry on its timber business at or above the present annual rate. Roads that open up timbered areas increase the value of the timber that is thus made available. So, a substantial percentage of the cost of these roads will be self-liquidating over a period of years as the timber is sold and the Government receives in stumpage returns the larger value of the timber resulting from construction of forest development roads.

The road system to be installed as part of the development program for the national forests is planned to correspond with an increase in annual timber cut of about 3 billion board feet. Continuing and expanding the road system is an essential part of maintaining the rate of harvest of national forest timber. So, the recapture of annual amounts of $114 million or more, which is the 1962 estimate of receipts from sales of national forest timber depends in large part on continuing to make investments in the road system.

PLANNED USE OF FUNDS

Chairman HAYDEN. What is the planned use of this money?

Mr. GREELEY. We have plans, Mr. Chairman, to buy roads or buy rights in roads for some 420 miles of road now privately owned in 64 projects or road systems that would serve 6½ billion board feet of timber. This volume of timber has an estimated allowable cut of somewhere around 80 million board feet which would be valued for stumpage purposes at between $1¼ and $1½ million.

This figure relates to the access procurement we would contemplate doing with the $2 million for 1963, sir.

COMPTROLLER GENERAL'S DECISIONS

Chairman HAYDEN. I understand there have been some Comptroller General decisions with regard to the use of access road money. Can you advise the committee about this?

Mr. GREELEY. Yes, sir. We have submitted a series of questions to the Comptroller General over the last year and a half, the most recent of which was sent to the Comptroller General in February of this year. They deal with the question of how to interpret a provision in the Federal Highway Act which prohibits the collection of tolls. This series of questions describes several operating problems we have had and asks whether or not under those conditions the collection of fees constitutes the charging of tolls.

Chairman HAYDEN. I think it would be well to put all that correspondence in the record.

Mr. GREELEY. Yes, sir; we will be glad to do that.

80391—62——70

(The material referred to follows:)

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, March 2, 1962.

The Honorable the SECRETARY OF AGRICULTURE.

DEAR MR. SECRETARY: Reference is made to letter of February 2, 1962, from Assistant Secretary of Agriculture Frank J. Welch, calling attention to decisions of this Office, B-65972, of December 19, 1960, and July 3, 1961 (40 Comp. Gen. 372, and 41 Comp. Gen. 1), respectively. These decisions concerned the problems of the Forest Service as to the sharing of costs with private landowners in the development of timber access roads systems in the national forest areas of mixed or "checkerboard" ownership of land.

The Assistant Secretary's letter points out that the Forest Service has several mixed landownership situations where access roads are needed to serve national forests purposes, and the landowners are not willing, or not prepared at the time the Government is ready to proceed, to cooperate in the construction of the road.

In those timber areas within the national forest where there is a large percentage by privately owned timber, only a part of the road system can be financed by purchasers of the initial harvest of national forest timber because the harvest will not support the entire burden of the development cost of the access roads. It is pointed out that, if private timber owners are not willing or able to accomplish a share of the construction concurrently with the Government program, harvest will be commercially feasible only if a portion of the road construction cost is met from funds subject to 23 U.S.C. 301. These provisions prohibit the charging of tolls for the use of highways constructed with funds authorized thereunder.

It is further pointed out that in other areas it will be necessary for the Forest Service to initially construct the main roads into heavily mixed landownership areas entirely from funds appropriated under the provisions in title 23, United States Code. In some cases it will be necessary to purchase from these funds the necessary interests needed in private roads which together with Forest Service construction will provide the main access to privately owned tracts as well as the national forest resources.

The Forest Service proposes to recover the proportionate share of cost of the roads of the two types cited from the benefiting landowners at the time they use the roads. The cost-sharing principles for such roads generally would be the same as those followed in the earlier decisions referred to above (40 Comp. Gen. 372 and 41 Comp. Gen. 1). The concurrence of this Office is requested as to the general application of the principles announced in these published decisions to the plan set forth in the instant letter where the development of an access road system will be entirely from funds provided under title 23, United States Code.

In 40 Comp. Gen. 372 and 41 Comp. Gen. 1, there was recognized the cooperative arrangements in kind, or monetary contribution, insofar as the provision, by construction, or purchase, of a road system for hauling timber from tracts of mixed Government and private ownership within the national forest. Where voluntary cooperation was not obtainable and the United States provided the road or an improvement thereof, the collection of costs from timber haulers using the road was not regarded as a toll collection barred under 23 U.S.C. 301. The instant case involves the application of the same principles.

Accordingly, in those instances where the Government has provided the road system by construction and purchase of interests in private roads as a necessary incident to such construction from funds provided under title 23, United States Code, the recovery of costs from the benefiting landowners proportionate to their share upon use of the road is not to be regarded as an exaction of a toll barred under the provisions of 23 U.S.C. 301 but rather as a deferred payment of the cost-sharing charges for the construction of the road system.

The questions set forth in the letter of February 2, 1962, are answered accordingly.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., February 2, 1962.

HON. JOSEPH CAMPBELL,
Comptroller General of the United States,
General Accounting Office

DEAR MR. CAMPBELL: Reference is made to your decisions B-65972 of December 19, 1960, and July 3, 1961. The latter has been most helpful in solving what could have been frustrating problems involving the improvement of the Lewis River Road. We now have a further question as to the applicability to other situations of the principles set forth in the last two paragraphs of your July 3 decision.

The Forest Service has several typical mixed landownership situations where access roads are needed to serve national forest purposes either before the private landowners are ready to cooperate in the construction or where, for one reason or another, cooperation cannot be obtained.

In a number of the timbered areas within the national forests there is a large percentage of privately owned timber. Only a part of the road system can be financed by purchasers of the initial harvest of national forest timber because it will not support the entire burden of this development cost. Harvest will be commercially feasible only if a portion of the road construction cost is met from funds subject to 23 U.S.C. 301, when the private timber owners are not willing or able to do an appropriate share of construction concurrently with the Government's program.

In a smaller yet substantial number of areas the only feasible plan is for the Forest Service to initially construct the main roads into areas of checkerboard or heavily mixed ownership entirely from funds appropriated under 23 U.S.C. Some of these cases will require the purchase from the same funds of interest needed in private roads which together with Forest Service construction will provide the main access to the privately owned tracts as well as the national forest resources.

Under both types of cases the share of costs for each owner is readily determinable, or can be agreed upon, based on engineers' estimates of the total costs. The past cooperative arrangements for joint construction and use have been based upon the principle that the tributary landowners will share in the cost of construction in proportion to the prospective benefits. If we have correctly interpreted the above referred to decisions, the Forest Service could recover from the benefiting landowners, when they use the roads, an appropriate share of the cost of roads of the two types cited above.

This is an equitable basis for distributing the cost of the roads to the benefiting parties and protecting the interests of the United States. The cost-sharing principles for such roads would be generally the same as those followed in the referred to decisions. Before providing for general application of this principle, I would like to have assurance that the decisions may be applied generally to situations such as the two types of cases outlined above. The only basic difference between the Lewis River Road and other roads described here is that the other roads would have been developed with 23 U.S.C. funds and without use of the special access road appropriation which became available in fiscal year 1960.

Sincerely yours,

(S) FRANK J. WELCH, *Assistant Secretary.*

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., July 3, 1961.

The Honorable the SECRETARY OF AGRICULTURE.

DEAR MR. SECRETARY: Reference is made to letter of May 8, 1961, from Assistant Secretary of Agriculture Frank J. Welch, concerning a problem arising in connection with the acquisition of actual ownership or an interest in existing private roads which could serve national forest timber purchasers.

It is stated, and correctly so, that the Forest Service has been operating on the assumption that the purchase of such roads with funds authorized by title 23, United States Code, makes the roads subject to the provisions of 23 U.S.C. 301, which prohibits the charging of tolls for the use of highways constructed under the Federal Highway Act, as amended. However, doubt is expressed whether charges made by the Forest Service on a basis intended to recover only costs of acquisition or improvement of such roads is required to be considered a toll the payment of which is prohibited by section 301 as a condition of the use thereof.

It is explained that, under the present practice of developing road systems, owners of privately owned land or timber in the checkerboard landownership area who cooperate with the Forest Service pay a share of the cost of joint road systems, whereas the owner of an existing road may delay or refuse to cooperate in the joint use of the road. In the latter circumstances acquisition of the road by the Service through purchase or condemnation is the only reasonable action when the need therefor is critical. Thus, when an owner is compensated for a road so acquired he can use the road, if it is open to other than Government use, without charge unless the toll prohibition of section 301 is inapplicable. This situation, it is suggested, may be a deterrent to cooperative sharing of the cost of developing a joint road system because the cooperator bears a part of such cost whereas an owner may recover all of his cost through sale of the road and then have the use of it without charge.

The specific situation in question concerns the purchase of the Lewis River Road leading into the Gifford Pinchot National Forest in the State of Washington. The funds used therefor were made available to the Forest Service by the Supplemental Appropriation Act, 1960, and the Department of the Interior and Related Agencies Appropriation Act, 1961, Public Laws 86-213 and 86-455, 73 Stat. 440 and 74 Stat. 115, respectively, under the heading "Access Roads." which funds, as stated in the letter, are not subject to the provisions of the cited section 301. The circumstances attending the purchase and use of the road are stated as follows:

"* * * The reservations of the parties who owned the road or had interests in it permit some free hauling, but two of the owners of reserved rights agreed in their easements conveying rights-of-way to the private road constructor to exercise hauling rights subject to reasonable use charges. One of the reservations limits the amount to be paid by haulers from its lands to a proportionate share of the cost of the road paid by the United States to the grantors. A few other private owners who are expected to haul timber over the road at some future time have not been involved in the negotiations. All users who have not reserved free hauling rights are charged at rates designed to recover the proportionate share of the cost to the United States for the purchase of the road, based on the proportion of private and U.S. timber tributary to the road. In addition, a large share of the capacity is to be used by purchasers of national forest timber who do not pay a use charge, as such, but the price for the timber purchased from the United States is higher because of the availability of the road."

It is further stated that about 10½ miles of the Lewis River Road are now being used by timber haulers and that this section of the road is surfaced with native volcanic rock. Under heavy traffic the surface material grinds into a fine dust which creates an unsafe condition, causes excessive wear on motorized equipment and results in hauling costs that are higher than would be experienced on a better road. To alleviate this condition the Forest Service plans to provide a bituminous surface for the road which may cost over $200,000 using forest road development funds and cooperative contributions from users.

The questions presented for our decision are (1) whether the use of forest road development funds to so improve the Lewis River Road, which funds are subject to the toll-free requirements of 23 U.S.C. 301, would require discontinuance of the collection of otherwise proper use charges, designed to recover the proportionate share of the cost to the United States for purchase of the road, from haulers of non-Federal timber in the area tributary to the road, and (2) whether it is proper to recover a proportionate share of the cost of such improvement from users who do not make advance contributions therefor and deposit such recoveries into the Treasury as miscellaneous receipts.

Under the terms of 23 U.S.C. 301, all highways, including forest development roads, constructed under the Federal Highway Act of 1921, as amended, are required to be free from tolls of all kinds. See 23 U.S.C. 201. In our decision 40 Comp. Gen. 372, 375, rendered to you, the word "tolls" as used in this statute was held to mean the exaction of money from highway travelers who are prohibited from using the highways unless they pay a toll to the parties entitled thereto.

The funds appropriated to the Forest Service used for the purchase of the Lewis River Road were made available for the acquisition of privately owned roads that are required to provide access to national forest timber. The collection of charges from haulers of privately owned timber in the area who otherwise would be without available access—as distinguished from the general public who are permitted to use the road free of charge—at rates designed to recover

the proportionate share of the cost to the United States for the purchase of the road, based upon the proportion of private and Federal timber tributary to the road, is a method of sharing the cost of road acquisition by the parties deriving economic benefits therefrom.

We do not believe that the collection of charges for the transportation of privately owned timber over the Lewis River Road operates to classify the road as a toll road or requires the use charges to be regarded as the payment of a toll. Since effective use of the road contemplates maintenance and improvement, we are of the opinion that the proposed expenditure of forest road development funds to provide a bituminous surface thereon, and the recovery of a proportionate share of the cost from the timber haulers who do not make advance contributions need not be considered as altering or changing the nature of the road and the use charges, or otherwise conflict with the toll free requirements of roads constructed with forest road development funds.

The questions presented are answered accordingly.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

Hon. JOSEPH CAMPBELL,
The Comptroller General of the United States.

DEAR MR. CAMPBELL: Some of the problems facing the Department of Agriculture in developing access to national forest timber resources were described in our letter to you dated October 11, 1960. Your reply of December 19, 1960 (B-65972) provided a helpful solution.

Another problem related to the "tolls prohibition" in 23 U.S.C. 301 has been the need to acquire outright, by purchase or condemnation, actual ownership or an interest in existing private roads which could serve national forest timber purchasers. The Forest Service has been operating on the assumption that the purchase of such roads from funds authorized by title 23 U.S.C. makes such roads subject to 23 U.S.C. 301, prohibiting the charging of tolls. There is some doubt whether charges made by the United States on a basis intended to recover only costs of acquisition or improvement of roads is required to be considered a "toll" prohibited by 23 U.S.C. 301. The Forest Service has proceeded on the assumption that such charges were prohibited. The situation now is that owners who cooperate with the United States in developing road systems pay a share of the cost of joint road systems. However, the owner of an existing road may delay or refuse to cooperate in joint use of a road. The only reasonable action for the United States is to purchase or condemn the road where the need is critical. When this happens, the owner is compensated, but he can then use the road (if it is open to other than Government use) without charge unless the tolls prohibition does not apply. In effect, he is paid for his road, but he has the use of it subject only to sharing its capacity with other haulers. This situation may be a deterrent to cooperative sharing of the cost of developing a joint road system because the cooperator bears a part of such cost whereas an owner may recover all of his cost through sale of the road to the United States.

These situations were reviewed with the Congress. The result was a special appropriation to purchase roads, which was not subject to the provisions of 23 U.S.C. 301. Amounts of $1 million were appropriated for fiscal years 1960 and 1961 (Public Law 86-213, September 1, 1959; and Public Law 86-455, May 13, 1960).

Part of this appropriation has been used to purchase the Lewis River Road leading into the Gifford Pinchot National Forest in the State of Washington. The reservations of the parties who owned the road or had interests in it permit some free hauling, but two of the owners of reserved rights agreed in their easements conveying rights-of-way to the private road constructor to exercise hauling rights subject to reasonable use charges. One of the reservations limits the amount to be paid by haulers from its lands to a proportionate share of the cost of the road paid by the United States to the grantors. A few other private owners who are expected to haul timber over the road at some future time have not been involved in the negotiations. All users who have not reserved free hauling rights are charged at rates designed to recover the proportionate share of the cost to the United States for the purchase of the road, based on the proportion of private and U.S. timber tributary to the road. In addition, a large share of the capacity is to be used by purchasers of national forest timber who do not pay a use charge, as such, but the price for the timber purchased from the United States is higher because of the availability of the road.

About 10½ miles of the Lewis River Road is now being used by haulers described above. This section of the road is surfaced with native volcanic rock. Under heavy traffic the surface material grinds into a fine dust which hangs in heavy clouds over the road. It creates an unsafe condition due to reduced visibility, slows the traffic, and causes excessive wear on motorized equipment, resulting in hauling costs that are higher than would be experienced on a better road.

The Forest Service is planning to provide a bituminous surface for this road which may cost over $200,000 using forest road development funds (23 U.S.C. 205) and cooperative contributions from users. Contributions from the latter are expected to be related to their calculated savings in hauling costs. However, there is question whether the use of such appropriated funds to improve the road would make it necessary to discontinue collections designed to recover a part of the cost incurred by the United States for the purchase of the existing road. These charges are not "tolls" in the sense that all users will pay for use. The charges are presently made only against haulers of timber and the part of the cost to be recovered is based on the amount of non-Federal timber in the area tributary to the road, excluding that for which the owners have free hauling rights. The amount to be recovered from the major timber owners who have reserved hauling rights subject to use charges is based on the amount of timber they own tributary to the road. All other users, including recreationists, are permitted to use the road without charge.

Under these circumstances, if funds appropriated for forest development roads are used in combination with cooperative contributions to provide bituminous surface on this road, is it necessary to discontinue use charges described above? Would it be possible also for the United States to recover a proportionate share of the cost of surfacing on the same basis from users who do not make advance contributions if funds for forest development roads are used to pay the surfacing cost?

Sincerely yours,

FRANK J. WELCH, *Assistant Secretary.*

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, December 19, 1960.

The Honorable the SECRETARY OF AGRICULTURE.

DEAR MR. SECRETARY: Reference is made to letter of October 11, 1960, from Assistant Secretary of Agriculture C. M. Ferguson, requesting a decision whether section 301 of the act of August 27, 1958 (72 Stat. 912, 23 U.S.C. 301), providing that all highways constructed under the Federal Highway Act be toll free prohibits the use of funds appropriated to your Department for construction of forest development roads and trails pursuant to section 205 of the act (23 U.S.C. 205), when such roads are constructed through cooperative agreements between the Forest Service and private landowners under an arrangement described hereinafter.

Section 301 of the cited act of August 27, 1958, provides, in pertinent part, as follows:

"* * * all highways constructed under the provisions of this title shall be free from tolls of all kinds."

The Assistant Secretary explains in his letter that there is an intermingling of Federal and non-Federal land in many of the national forests in the Western United States, and that where this "checkerboard" pattern of landownership exists the construction of access roads in these areas to serve national forest lands or private lands, or both, involves crossing lands in the ownership of both the United States and private parties. He states that generally a single road will serve all parties at less cost to each than separate roads; and that frequently, particularly in difficult terrain, there is only one practical and economical route for such a road.

For these reasons, he says, the Forest Service has in a number of instances entered into cooperative road construction and use agreements with private owners hereinafter referred to as cooperators. The agreements provide for a sharing of road construction costs on an equitable basis, mutual use privileges, grant of an easement across private lands to the United States, stipulations of the cooperator's statutory right of ingress and egress across national forest lands, specifications of the standards for roads and bridges, provisions governing

construction, use by others, etc. The Assistant Secretary outlines in his letter various methods of sharing road construction costs under these agreements.

The specific situation giving rise to the question presented for decision relates to cooperative agreements which authorize the cooperator to construct, at his own expense, a forest development road to serve his needs and, in addition, those of the Government and its timber purchasers. To reimburse the cooperator for the construction costs incurred over and above his agreed to share thereof, the agreements provide that the Forest Service will permit use of the road by others for timber hauling on the condition that they will contribute to the cooperator their proportionate share of construction costs up to the point at which the cooperator recovers his share of the costs. The rates and the total amount charged by the cooperator are controlled by the Forest Service, and collections by the cooperator are not permitted to exceed in the aggregate the portion of the total estimated cost in excess of his share of these costs plus reasonable carrying charges.

In this connection, during an informal discussion of this matter between representatives of the Forest Service and our Office, it was brought out and understood that where a purchaser of national forest timber is also a cooperator who has agreed to construct a better or more extensive road than needed for the particular sale of timber, the road cost considered in the timber appraisal is that appropriate for the needs of the particular sale; the balance or excess costs incurred by the cooperator because of actual construction of a higher grade road is used to compute the sharing of costs between appropriated funds, those to be borne by the cooperator, and those to be collected by the cooperator from other users of the road.

The question for determination here would appear to be whether the payments thus required to be made to the cooperator by road users, who are not parties to the cooperative agreement, constitute the payment of tolls for use of the road intended by the Congress to be prohibited as a condition of the use of Federal funds authorized by the Federal Highway Act of 1921, as amended, for construction of forest development roads.

The Assistant Secretary points out that the intent of this method of sharing road costs between private users is to secure a single road system suitable for heavy hauling; and that the need therefor arises in situations in which there is room for only one road system, or in which a single road system provides the most economical means of transportation. The view is expressed that payments thus made to the cooperator who constructs a road, by users who are haulers of timber, are not in the nature of tolls for use of the road but represent a sharing of the cost of a single road system which is a preferred alternative to the more costly possibility of constructing two road systems.

The term "toll" in relation to highways generally applies to any highway constructed by individuals or by a corporation pursuant to legislative grant which highways are maintained by tolls payable by passengers, the payment thereof being enforced by the use of gates or bars, and the general public being entitled to use of the highways subject only to the payment of toll. See 90 C.J.S. Turnpikes and Toll Roads, sections 1 and 4. The word "toll" as used in title 23 of the United States Code, section 301, requiring all highways constructed under the provisions of the title to be free from tolls of all kinds, undoubtedly means the exaction of money from highway travelers who are prohibited from using the highways unless they pay the toll to the parties entitled thereto.

In the light of this definition of the word "toll" we agree with the conclusion of the Assistant Secretary that charges agreed upon between the cooperator and the Forest Service as a basis for the sharing of cooperative road construction costs by private users are not tolls prohibited by the Federal highway law. See *Bogart* v. *Westchester County* (57 N.Y.S. 2d 506, 512–513), appeal dismissed (70 N.E. 2d 531). Therefore, and in answer to the question presented in the letter, you are advised that the terms of 23 U.S.C. 301, prohibiting the payment of tolls for the use of highways constructed under the Federal highway law, have no application to the cooperative arrangements for national forest road construction under the terms and conditions outlined above.

Sincerely Yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

DEPARTMENT OF AGRICULTURE
Washington, D.C., Oct. 11, 1960.

Hon. JOSEPH CAMPBELL,
Comptroller General of the United States,
General Accounting Office, Washington, D.C.

DEAR MR. CAMPBELL: The problems of developing access road systems in the national forests for the utilization of public resources have been discussed with representatives of your Office on several occasions. Some of the more pressing of these problems you have reported to the Congress.[1]

Your Office is aware of the "checkerboard" ownership pattern existing in many of the national forests of the Western United States. These patterns were created by the patenting of alternate sections of public land to rail or wagon road builders and by grants of certain sections to the States mainly for common school purposes. Where these checkerboards exist the construction of access roads to serve national forest lands or private lands, or both, involves crossing lands in the ownership of both the United States and private parties. Most private landowners within the national forests need access roads to harvest timber and to develop other resources on their lands. Construction of these roads in most of such areas is costly because of difficult mountainous terrain. In numerous instances, however, private owners have constructed their own private road systems to provide the access they need.

The United States too needs access to its lands. Generally a single road will serve all parties at less cost to each than separate roads. Frequently too, particularly in difficult terrain, there is only one practical route for such a road. For these reasons the Forest Service has, in a number of instances, entered into cooperative road construction and use agreements with private owners, hereinafter referred to as cooperators. These agreements provide for a sharing of road construction costs on an equitable basis, mutual use privileges, grant of an easement across private lands to the United States, stipulations of the cooperator's statutory right of ingress and egress across national forest lands (16 U.S.C. 478), specifications of the standards for roads and bridges, provisions governing construction, use by others, etc.

The method of sharing the construction costs may vary. In some cases, the entire road will be built by the United States using cooperative advance deposits from the cooperator, as authorized by the act of June 30, 1914 (16 U.S.C. 498) or the act of March 3, 1925 (16 U.S.C. 572), as amended, plus funds appropriated under the authorization in the biennial Federal highway acts for forest development roads and trails, as defined in 23 U.S.C. 101(a), or funds provided from national forest receipts as authorized in the act of March 4, 1913 (16 U.S.C. 501). In other cases, the cooperator will construct part of the road, with the United States performing work on certain other segments, using appropriated funds, and with purchasers of national forest timber, who need a road to harvest timber they have purchased from the United States, performing the remainder of the work. In still other cases when the United States or purchasers of national forest timber, or both, are not ready to provide a full share of the cost immediately, the cooperator will proceed with the construction using his own resources plus whatever materials and assistance the United States or its timber purchasers are in an immediate position to furnish. The road is constructed to the agreed upon specifications however, and these provide for a standard of road construction (often for heavy duty hauling) that will serve the needs of the United States and its timber purchasers as well as those of the cooperator. In some of these cases, the Forest Service builds the permanent bridges since it has an engineering staff qualified to design and supervise this type of work whereas the cooperator may be equipped to provide only timber bridges built of native materials. The Forest Service also prefers to do the preliminary and construction engineering to assure compliance with specifications. In some cases, the U.S. share of the cost may be paid to the cooperator on the same basis as it would pay a timber sale purchaser to construct a higher quality road than he would need for the sale. A description of this situation and your comments on the practice are to be found in your decision B-65972 of May 19, 1947.

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[1] Report of September 1959 on activities in regions 1, 2, and 5 recommended greater use of appropriated funds for road construction (pp. 33–37). Report of March 1960 on selected activities in region 6 recommended more aggressive action in obtaining rights-of-way in Snoqualmie National Forest (pp. 4–8). Report of June 1957 on activities in region 6 (pp. 42–51).

Cooperative agreements usually provide that the cooperator who constructs a road will bear a share of the total estimated cost equal to the proportion of timber he will haul, as it relates to total timber that may be hauled over the road. However, he may expend more than this amount in order to get the road built promptly and in advance of contributions or assistance from other private owners and purchasers of national forest timber, or when it is not possible immediately to arrange for direct expenditures by each party exactly equal to its proper share. In such instances the purchasers of national forest timber and other private owners who have not made their proportionate contribution have been allowed to use the road for heavy hauling only upon sharing the construction costs through payments to the constructor as they use the road. These payments are usually set at a rate per unit of timber hauled, but the contribution may be made in a lump sum if desired. The rates and total amount are subject to control by the United States and collections by the constructor are not allowed to exceed in the aggregate the cost he has incurred in excess of his proper share, plus reasonable carrying charges.

Funds appropriated for forest development roads as authorized in the biennial Federal Highway Act are subject to the provision in 23 U.S.C. 301 which requires that "highways constructed under the provisions of this title shall be free from tolls of all kinds." While funds made available under the act of March 4, 1913 (16 U.S.C. 501), are not subject to this provision, it is not always practicable to arrange the financing of the cooperative road projects from these funds.

The term "tolls" is defined in Webster's New International Dictionary as a "tax or due paid for some liberty or privilege of passing over a highway, as a road or bridge, for that of keeping a booth, vending goods, etc., in a fair, market, or other limited place, as a manor, for importing or exporting goods, etc." In the light of the definition it was apparently the intent of the authors of the present section 301, title 23, United States Code, that public funds auhorized by title 23, United States Code, would not be invested in any road that would be subject to a tax or a continuance charge for use, with the exception of certain bridges and tunnels.

The same act which includes this prohibition expressly authorizes cooperation with States, counties, or civil subdivisions thereof (23 U.S.C. 205b), in the construction or maintenance of roads. Cooperation with local users has been a cornerstone of Department policy in the administration of the national forests and several laws have been enacted by the Congress to recognize this by providing means for accomplishing work on a cooperative basis. The 1914 and 1925 laws mentioned above are but two of these. Both provide broad authority for cooperative improvement work in the national forests. In view of this background of cooperation it is reasonable to conclude that the Congress did not intend, by prohibiting "tolls," to preclude sharing of road costs among private users. Then this view is accepted, it does not seem material whether the cooperative contributions are made in advance in the exact sums to be paid by each user or whether these amounts are subsequently paid to the party who initially paid the expense.

The intent of the sort of arrangements discussed above is to secure a single road system suitable for heavy hauling and which the Government has a right to use and which in most cases the public may use under conditions peculiar to each case. The end aim is not a toll road, but just the opposite, that is, a single road system to serve one particular national forest area in which system there is an interest owned by the Government which the Government has a right to use. These are typically in situations in which there is room for only one road system, or in which one road system is the most economical transportation means. Thus payments made to the cooperator who constructs a road by users who are haulers of timber, up to the point at which the cooperator recovers his agreed-on share of the construction costs, plus carrying charges, are not in the nature of tolls for the use of the road but represent a sharing of the cost of a single road system, and represent a preferred alternative to the more costly possibility of constructing two road systems.

Although we believe that the purpose of the prohibition against tolls was to avoid setting up a road system financed from highway funds on which there would be a continuing practice of making charges for the use of the roads involved, the wording of the prohibitory section raises some question in this Department as to its effect on the type of arrangements described above when appropriations authorized by title 23, United States Code, are proposed for payment of part of the expenses such as preliminary and construction engineering or a part of the construction cost.

Where, subject to the limitations described above, the United States enters into a cooperative agreement under the provisions of which a cooperator will construct a forest development road and use thereof by others will be permitted by the United States on condition they contribute to the cooperator their proportionate shares of the construction costs, we desire your decision as to the correctness of the view that payments thus required to the cooperator by users who are not parties to the cooperative agreement do not prohibit the use on the road of funds, which are subject to 23 U.S.C. 301, for purposes defined as construction in section 101(a).

Sincerely yours,

C. M. FERGUSON, *Assistant Secretary.*

PROPOSED INCREASE FOR ACCESS ROAD FUND

Chairman HAYDEN. Senators Magnuson, Jackson, and Church proposed that 1963 funds for the access roads item be increased $4 million over the budget estimates of $2 million. Their letters and enclosures will be included in the record.

(The information referred to follows:)

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
March 8, 1962.

Senator CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: I am sending on to you a letter dated March 7 from the Forest Service regarding their ability to effectively utilize an additional $4 million for the budget item "access roads."

The letter points out that an additional $5 million worth of timber totaling over 300 million board feet could be marketed through the acquisition of the roads permitted under this appropriation item.

My colleagues in the Northwest advise me that they have indicated a similar interest to you and I hope that this request will meet with the approval of your committee.

Sincerely,

FRANK CHURCH.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 7, 1962.

Hon. FRANK CHURCH,
U.S. Senate, Washington, D.C.

DEAR SENATOR CHURCH: This responds to the letter of February 26 signed jointly by you, Senators Neuberger, Jackson, Magnuson, Mansfield, Metcalf, and Morse concerning the item for "Access roads" in the Forest Service budget for fiscal year 1963.

A year ago we testified before the Senate Appropriations Committee that we were working on a long list of road-access projects totaling in excess of $5 million as the value for what we believed to be the Government's share. During fiscal year 1962 we now expect to complete acquisition or obligate funds for purchase of roads totaling just under $2 million. However, further study carried on in the meantime by the field organizations has added to the list of last year. Consequently, we are still working on a long list of road projects that totals about $6 million for the portion we believe is the Government's fair share. This total, of course, exceeds by $4 million the $2 million for this item in the fiscal year 1963 budget.

For the road projects that total $6 million, the volume of timber served by such roads would total 19.5 billion board feet. The annual estimated allowable cut of this colume is 248 million board feet, valued at $4 million. The stands involved are averaging some annual timber loss, estimated at over 60 million board feet, valued at $1 million. The total road mileage of the projects involved would be 1,054 miles. States involved are California, Idaho, Montana, Oregon, and Washington.

Our plans prepared prior to submission of the fiscal year 1963 budget did not contemplate obtaining access over all of these road projects during fiscal year 1963.

Sincerely yours,

RICHARD E. MCARDLE, *Chief*.
By EDWARD C. CRAFT.

U.S. SENATE,
Washington, D.C., March 8, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
New Senate Office Building, Washington, D.C.

DEAR CARL: Enclosed is the letter from the Department of Agriculture dated March 7, 1962, regarding additional funds for the item access roads in the Forest Service budget.

The projects are in five States and the addition of $4 million to the budget would not only develop an additional $4 million in revenue, but also help abate annual timber losses of $1 million.

We would, therefore, request that this increase be given favorable consideration by the committee when it acts upon the Forest Service budget.

Sincerely yours,

WARREN G. MAGNUSON,
HENRY M. JACKSON,
U.S. Senators.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 7, 1962.

Hon. HENRY M. JACKSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR JACKSON: This responds to the letter of February 26 signed jointly by you, Senators Church, Neuberger, Magnuson, Mansfield, Metcalf, and Morse concerning the item for "Access roads" in the Forest Service budget for fiscal year 1963.

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Our plans prepared prior to submission of the fiscal year 1963 budget did not contemplate obtaining access over all of these road projects during fiscal year 1963.

Sincerely yours,

RICHARD E. MCARDLE, *Chief*,
By EDWARD C. CRAFTS.

ACQUISITION OF LANDS, SUPERIOR NATIONAL FOREST

Chairman HAYDEN. For fiscal year 1963 there is a request for $2 million, which will be placed in the record, for acquisition of lands for the Superior National Forest. This is an increase of $1,750,000 over the appropriation for fiscal year 1962. Will this amount of money

complete the authorization for purchase of these lands, and will it be sufficient to accomplish the purchases desired in this area?

(The information referred to follows:)

ACQUISITION OF LANDS FOR SUPERIOR NATIONAL FOREST

Appropriation Act, 1962, and base for 1963	$250,000
Budget estimate, 1963	2,000,000
Increase	+1,750,000

Project statement

Project	1961	1962 (estimated)	Increase	1963 (estimated)
Acquisition of lands for Superior National Forest [1]	$122,303	$878,496	+$1,121,504	$2,000,000
Unobligated balance brought forward	−799	−628,496	+628,496	
Unobligated balance carried forward	628,496			
Appropriation or estimate	750,000	250,000	+1,750,000	2,000,000

[1] Represents obligations. Applied costs for 1961 are $48,194. The difference of $74,109 represents obligations for purchase of land on which title has not been finally cleared.

INCREASE

The authorization of $2.5 million contained in the act of June 22, 1948 (62 Stat. 568), as amended by the act of June 22, 1956 (70 Stat. 326), has been fully appropriated. The act of October 4, 1961 (75 Stat. 772), further amends these acts to increase the authorization by $2 million to a total of $4.5 million for the purchase and condemnation of these lands.

The increase of $1,750,000 would be used to complete the wilderness canoe area purchases in the Superior National Forest. In addition to the approved properties now in the process of being purchased, there remains to be acquired some 14,700 acres of privately owned land including 4 resorts, 45 cabin areas, and 54 unimproved properties. There are also some county-owned and State-owned unimproved properties that should go into Federal ownership.

It is imperative that the remaining acquisition be accomplished at the earliest possible date. Values of the remaining properties are increasing rapidly and monopoly value is developing on these remaining properties. The longer the acquisition is delayed, the greater will be their value, which will result in a correspondingly greater ultimate cost to the Government. Further, the good faith of the Government is involved as owners who have already sold now complain that they would not have done so if they had thought the program would not be completed in an aggressive and timely manner. Commercial resort owners who have not sold are able to benefit through the valuable competitive advantage that now exists. In view of these factors it is in the interest of the public, in the interest of the economy, and in the interest of equity to former owners who sold in good faith, to complete this program during the fiscal year 1963.

COMPLETION OF LAND PURCHASE PROGRAM

Mr. GREELEY. Mr. Chairman, the money that is requested for purchase of lands in the Superior National Forest would complete the amount that was authorized by the amendment of 1948 which was passed by the Congress late in the last session. We feel that this amount will be sufficient to complete the land purchase program.

COOPERATIVE RANGE IMPROVEMENTS

Chairman HAYDEN. The statement in support of the request for $700,000 for cooperative range improvements, the same amount as was available in fiscal year 1962, will be printed in the record.

(The material referred to follows:)

Cooperative range improvements

Appropriation act, 1962, and base for 1963	$700,000
Budget estimate, 1963	700,000

STATUS OF PROGRAM

Part of the grazing fees from the national forests, when appropriated, are used to protect or improve the productivity of the range, mainly by construction and maintenance of fences, stock-watering facilities, bridges, corrals, and driveways. These funds are advanced to and merged with the appropriation "Forest protection and utilization," subappropriation "Forest land management."

FORMULA FOR APPROPRIATION

Section 12 of the act of April 24, 1950 (Granger-Thye Act), provides that of the moneys received from grazing fees by the Treasury from each national forest during each fiscal year there shall be available at the end thereof when appropriated by Congress an amount equivalent to 2 cents per animal-month for sheep and goats and 10 cents per animal-month for other kinds of livestock under permit on such national forest during the calendar year in which the fiscal year begins.

The appropriation for this item since fiscal year 1951 has been $700,000, except for fiscal years 1954 and 1955 when $531,000 and and $400,000 were appropriated. Since the actual use figures are not available until after more than one-half of the fiscal year for which funds are appropriated has elapsed, the 1963 appropriation request of $700,000 necessarily represents the best current approximation of the amount which will become available in the calendar year 1962 under the animal-months of use formula.

For calendar year 1960, the latest available figures, use amounted to 5,585,871 animal-months for cattle and horses; 6,902,173 animal-months for sheep and goats; and 3,960 for swine. This use under the 2- and 10-cents formula calculates to $697,026.

FUND ACQUISITION, CACHE NATIONAL FOREST

Chairman HAYDEN. There will be placed in the record your statement in support of a request of $10,000 for acquisition of lands in the Cache National Forest.

(The statement referred to follows:)

ACQUISITION OF LANDS FOR NATIONAL FORESTS, SPECIAL ACTS
(CACHE NATIONAL FOREST)

Appropriation act, 1962, and base for 1963	$10,000
Budget estimate, 1963	10,000

Project statement

[On basis of available funds]

Project	1961	1962 (estimated)	Increase or decrease	1963 (estimated)
Acquisition of lands for Cache National Forest [1]	$19,882	$122,520	−$112,520	$10,000
Unobligated balance brought forward	−122,401	−112,520	+112,520	
Unobligated balance carried forward	112,520			
Appropriation or estimate	10,000	10,000		10,000

[1] Represents obligations. Applied costs for 1961 are $20,451. The difference of $569 represents prior year obligations for purchase of land on which title was cleared in 1961.

STATUS OF PROGRAM

Two appropriations are available for acquisition of lands in the Cache National Forest. A $10,000 appropriation is available from national forest receipts under the act of May 11, 1938, when appropriated by Congress. The act of July 24, 1956 (70 Stat. 632) authorized additional appropriations not exceeding $200,000 for the same purpose. The sum authorized by the 1956 act has been appropriated. Under the 1956 act, funds appropriated must be matched by the contribution of funds or land by local agencies or persons.

Funds appropriated under each of these acts are being used to acquire lands within the Cache National Forest, Utah, which are critical from a watershed and erosion control standpoint to enable control and minimization of soil erosion and flood damage. These are private lands situated on the slopes of the Wasatch Mountains northeast of Ogden, Utah, where vegetative cover and watershed capabilities have been and still are being impaired through overgrazing and fire. Water from the mountain watersheds is vital to the cities, towns, and agriculture in the valleys. Heavy rains on these mountain areas have in the past resulted in serious floods accompanied by mudrock flows and excessive erosion of the damaged land. Public ownership of these critical lands has proven to be a necessary prerequisite to land restoration, and Federal and local governmental agencies are cooperating to this end.

In the fiscal year ending June 30, 1961, 1,227 acres were approved for purchase under these two acts. This brings the total acreage of lands purchased or approved for purchase under this program to 34,963 acres.

In excess of 10,000 acres of the most critical type of watershed lands remain to be purchased. In addition there are some 85,000 acres of land in less critical condition but still in urgent need of acquisition, rehabilitation, and protection.

ASSISTANCE TO STATES FOR TREE PLANTING

Chairman HAYDEN. I will place in the record your estimate for assistance to States for tree planting. This is $1 million, the same as was provided last year.

(The estimate referred to follows:)

ASSISTANCE TO STATES FOR TREE PLANTING

Appropriation act, 1962 and base for 1963	$1,000,000
Budget estimate, 1963	1,000,000

Project statement

Project	1961	1962 (estimated)	1963 (estimated)
Tree planting assistance (appropriation or estimate)		$1,000,000	$1,000,000

STATUS OF PROGRAM

Planning and other work is progressing on this activity authorized by title IV of the Agricultural Act of 1956. Work was first undertaken in 1958 with an appropriation of $500,000. No funds were appropriated in 1959, 1960, or 1961. The program was reactivated by an appropriation of $1 million for fiscal year 1962.

A total of 31 forestation plans presented by 25 State foresters were approved as of December 31, 1961. These plans contemplate the forestation of 1,081,274 acres of land through planting, seeding, or site preparation and natural seeding at a total cost of $29,799,353. The Federal share is estimated to be $14,770,798 over a period of approximately 10 years. Twenty-three of these in 19 States with a planned forestation of 864,000 acres were originally approved in fiscal year 1958 when a $500,000 appropriation was available.

The States in which the 30 plans had been approved as of December 31, 1961 were:

State	Acres	Total cost	Total Federal share	Estimated payments in 1962
Arkansas	1,100	$16,698	$8,349	
Connecticut	23,400	444,600	222,300	$1,500
Florida	80,370	2,419,981	1,209,990	80,000
Georgia	16,405	379,591	189,795	8,981
Hawaii	9,000	1,151,000	575,500	20,000
Idaho	2,200	103,250	51,625	10,000
Kentucky	4,800	260,158	130,079	8,000
Maine	11,350	328,755	131,502	15,000
Maryland	2,572	74,710	37,355	5,000
Massachusetts	20,000	638,000	223,000	5,000
Michigan	233,821	5,147,003	2,573,501	140,000
Minnesota	88,800	5,073,520	2,536,760	150,000
Mississippi	151,000	2,743,530	1,371,765	17,226
Montana	5,500	185,000	92,500	16,000
New Hampshire	7,515	255,345	127,672	3,500
New Jersey	60,000	54,000	27,000	5,400
Ohio	7,500	267,000	133,500	25,000
Oregon	166,067	4,354,760	2,177,380	125,000
Pennsylvania	5,559	248,797	124,398	35,100
Rhode Island	30,000	1,500,000	750,000	3,000
South Carolina	35,000	818,860	409,430	74,879
Tennessee	9,100	264,170	132,085	20,320
Vermont	715	51,625	25,812	1,000
Washington	100,000	2,595,000	1,297,500	125,000
Wisconsin	9,500	424,000	212,000	35,000
Total	1,081,274	29,799,353	14,770,798	929,906

State Contribution

Chairman Hayden. Do you have any particular comments with regard to this item?

Mr. Swingler. Senator, that is one of the cooperative programs that I mentioned before. We cooperate with the State foresters in producing and planting trees on State and privately owned land. At the present we have 31 plans in 25 States for this particular program. The States are now putting up $1.7 million. The Federal appropriation is $1 million.

Passenger Motor Vehicles and Aircraft

Chairman Hayden. You have requested authority to purchase 137 passenger cars, to replace vehicles which are no longer useful. In addition, you have indicated your need for 42 more cars. Also, you are asking to replace five aircraft and acquire two additional aircraft, either by purchase or transfer. The justification for these requests will be included in the record.

(The justification follows:)

Purchase of passenger motor vehicles

During fiscal year 1963 it is proposed to replace 137 passenger cars, 18 of which are station wagons, all of which will meet replacement standards. It is also proposed to purchase 42 additional passenger cars. In a few instances due to actual program needs, it may be necessary to substitute a sedan for a station wagon or vice versa at the time orders are placed which could make a minor change in the relative number of sedans and station wagons shown, but this would not change the total number of passenger motor vehicles scheduled for replacement and addition.

Based on the planned schedule of replacements and purchase of additions, the Forest Service will have a total of 670 passenger vehicles, including 3 buses, in

fiscal 1963. On analysis of vehicle use and age pattern, the fleet is expected to include 232 units which will meet or exceed replacement standards before replacements are received.

Replacement and addition of aircraft

The 1963 estimates propose replacement of one aircraft by purchase, four by transfer from other agencies as available, and addition of two aircraft by purchase or transfer. The Forest Service currently has 58 aircraft:

Light reconnaissance airplanes	12
Medium and heavy cargo and transport airplanes (10 medium, 6 heavy)	16
T-34B lead airplanes (2-place scout)	23
Bomber-type airplanes (chemical tankers)	4
Helicopter	1
Forest spray airplanes (Stearman and TBM)	2

The reconnaissance and transport aircraft are used primarily to transport firefighters, smokejumpers, administrative personnel, equipment, and supplies to remote and inaccessible areas where commercial service is inadequate, or not available for detection and suppression of forest fires. They are also used to locate and survey timber stand and vegetation conditions such as insect infestations, blowdown, diseased areas, and undesirable species, and to appraise resources and damage and evaluate effectiveness of control.

The T-34B lead aircraft are used primarily by air attack bosses to direct and control the dropping of fire retardants on forest fires by more than 150 tanker aircraft (mostly contracted from private owners).

The bomber-type aircraft are used as air tankers for bulk dropping of retardants on forest fires, training Forest Service personnel as lead plane pilots and developing and testing new and improved methods of dropping fire retardants.

The helicopter is used for training forest personnel in tactical use of helicopters and experimental development of techniques and equipment for direct tactical suppression of forest fires.

The two additional aircraft requested will be one medium and one large cargo and personnel transport airplanes. The need for the additional large aircraft results from the rapid increase in use of aircraft pimarily for fire suppression and the lack of suitable aircraft available from commerical sources. During the past 2 years well-trained, highly mobile, self-sufficient 25-men firefighting crews were established at strategically located bases in the Western States. These crews are transported by aircraft to bolster suppression forces when initial attack fails or critical conditions develop anywhere in the West. Commercial sources are frequently unable to provide timely and suitable aircraft services required for the mobile crews and transportation of overhead firefighters as needed. The additional medium-size aircraft will be used primarily for dropping smokejumpers and paracargo. Increased use of jumpers and rapid retrieving of them by helicopters for additional jumps requires additional aircraft.

It will be necessary to purchase a replacement of one reconnaissance aircraft which has reached an age and total number of flying hours on the airframe where it is uneconomical to overhaul or modernize it to meet Civil Air Regulation airworthiness requirements. Forest Service aircraft are operated to a large extent over a rough mountainous terrain where landing fields are poor and few. It is especially important that these aircraft be maintained for maximum performance and dependability to provide an adequate standard of safety. The replacement will be a new light twin-engine aircraft which will provide greater efficiency and increased safety in case of engine failure than the present single engine aircraft now affords.

Other aircraft currently in use may be replaced as newer and more suitable models and types become available from military services as excess property. They would be obtained on transfer without reimbursement and would not increase the fleet beyond 60 aircraft. The majority of current Forest Service aircraft were manufactured during World War II and obtained from military surplus. Most of these planes have nearly reached their limit of useful age. The military services now have aircraft which have more potential suitability for Forest Service work that may become surplus in the near future. At present one reconnaissance and survey aircraft and a large cargo and personnel transport have reached the limit of economical usefulness.

1963 Planned Program Level and Budget Request

Chairman Hayden. Senator McGee has asked me to propound these questions and you can put your answers in the record.

Show the relation between the planned level for the program for the national forests for fiscal year 1963 and the budget request for fiscal year 1963.

Explain each element of the program which is not up to 100 percent of the planned 1963 level.

For each program below 100 percent of planned levels, would you state for the committee the effect on program performance?

Mr. McArdle. Very well, sir.

80391—62——71

(The information referred to follows:)

Financing of development progran for the national forests, fiscal year 1963

	1963 planned level	1963 budget financing	Difference	Percent financed
Forest land management:				
National forest protection and management:				
Timber resource management:				
(a) Sales administration and management	$24, 188, 000	$23, 180, 000	−$1, 008, 000	95. 8
(b) Reforestation and stand improvement	17, 626, 000	15, 250, 000	−2, 376, 000	86. 5
Subtotal, timber resource management	41, 814, 000	38, 430, 000	−3, 384, 000	91. 9
Recreation-public use	30, 437, 000	26, 120 000	−4, 317, 000	85. 8
Wildlife habitat management	3, 684, 000	3, 420, 000	−264, 000	92. 8
Range resource management:				
(a) Management	4, 628, 000	4, 710, 000	82, 000	101. 8
(b) Revegetation	2, 666, 000	2, 660, 000	−6, 000	99. 8
(c) Improvements (including cooperative range improvements)	3, 355, 000	3, 180, 000	−175, 000	94. 8
Subtotal, Range resource management	10, 649, 000	10, 550, 000	−99, 000	99. 1
Soil and water management	[1] 4, 926, 000	[1] 4, 490, 000	−436, 000	91. 1
Mineral claims, leases, and other land uses	7, 736, 000	7, 200, 000	−536, 000	93. 1
Forest fire protection	22, 287, 000	21, 790, 000	−497, 000	97. 8
Structural improvements for fire and general purposes	12, 961, 000	12, 140, 000	−821, 000	93. 7
Rehabilitation of burns	1, 050, 000	1, 050, 000		100. 0
Total, national forest protection and management	135, 544, 000	125, 190, 000	−10, 354, 000	92. 4
Insect and disease control:				
White pine blister rust control	2, 564, 000	2, 438, 000	−126, 000	95. 1
Other pest control	5, 239, 000	6, 112, 000	873, 000	116. 7
Total, insect and disease control	[2] 7, 803, 000	[2] 8, 550, 000	747, 000	109. 6
Purchase of lands	[3] 1, 925, 000	[3] 500, 000	−1, 425, 000	26. 0
Total, forest land management	145, 272, 000	134, 240, 000	−11, 032, 000	92. 4
Forest roads and trails, including "Roads and trails for States" (10 percent fund) (existing authority)		49, 100, 000		
Forest roads and trails (proposed additional authority)		10, 000, 000		
Access roads		2, 000, 000		
Total road program	75, 170, 000	61, 100, 000	−14, 070, 000	81. 3
Acquisition of lands, special acts	10, 000	10, 000		100. 0
Acquisition of lands, Superior National Forest	2, 000, 000	2, 000, 000		100. 0
Total, special acquisition	2, 010, 000	2, 010, 000		100. 0
Total, development program for the national forests, 1963	222, 452, 000	197, 350, 000	−25, 102, 000	88. 7

[1] Amounts reduced by $1,050,000 for line item "Rehabilitation of burns."
[2] Excludes $2,200,000 for lands not administered by the Forest Service.
[3] Amounts reduced by $2,010,000 for special acquisition.

Timber resource management

(*a*) Sales administration and management: The proposed budget financing for this item is adequate to meet national forest allowable cut objectives to the extent indicated by the current and foreseeable market demand for lumber and other forest products.

(*b*) Reforestation and stand improvement: The proposed budget financing for this item is not adequate to meet the planned reforestation and stand improvement acreage objectives in the development program for the national forests. It will fall short of achieving program objectives by an estimated 160,000 acres

of needed thinning and release work in young overdense, suppressed, timber stands.

Recreation-public use

The rehabilitation of about 3,000 family units and a few swimming, organization, and winter sports sites will have to be deferred another year and the public will be required to continue to use these substandard sites.

Of 7,000 new family units and other sites planned for development, about 1,300 new family units will need to be deferred. Overuse of recreation areas will not be remedied at the rate planned.

Several planned new visitor information centers and other facilities needed for public instruction will be deferred.

Wildlife habitat management

The following work will need to be postponed: Approximately 300 acres of permanent wildlife openings, approximately 25,000 acres of prescribed burns needed to improve game forage, revegetation of approximately 3,000 acres of key wildlife areas, approximately 300 acres of aquatic plant control, fencing of approximately 3,800 acres of key game areas and stream bottoms, improvement of some 35 miles of stream and 125 small water developments.

Range resource management

(*b*) Revegetation: This means postponement or revegetation of 500 acres of national forest rangeland needed to support existing range stocking.

(*c*) Improvements: The effect will be postponement of approximately 150 miles of new fences required for betterment of grazing management.

Soil and water management

There will need to be deferred the rehabilitation of an additional 7,500 acres of seriously deteriorated areas within key watersheds. This treatment would result in upgrading water yields from an estimated 100,000 acres of important national forest watershed lands.

Mineral claims, leases, and other land uses

Delays will develop in the handling of applications for mineral patents, trespass action will not be as effective as it should be, and the seriousness of the problem will increase. Leasing of disposal minerals and the handling and issuing of special use permits may decrease. Some 15,000 acres of forest land originally scheduled will not be examined for proposed exchanges. The status record program will be initiated on one less national forest and studies of boundary changes originally planned on three national forests will be postponed. Fewer land line corners will be searched out and monumented.

Forest fire protection

There is only a small gap in this item. This is the result of placing greater emphasis in fire control in a shorter span of years than originally planned. Fire protection is such a critically important activity that it was not relegated to the more evenly spread buildup for resource services and products. Forest and watershed values at stake are tremendous. The buildup of fire forces is somewhat less than the rate scheduled in the program.

Structural improvements for fire and general purposes

Without this additional amount, many residences needed for employees at locations without rental opportunities will not be built; storage sheds and offices needed for expanded programs will have to be deferred; improvements such as rebuilding of telephone lines and other communications for fire control and general purposes will be at a slower rate than scheduled in the national forest development program.

Insect and disease control

White pine blister rust control: Financing blister rust control in fiscal year 1963, 4.9 percent below the planned level, will have little overall effect on program performance on areas presently selected for protection. Net effect will be the deferment of treatment of 8,000 to 9,000 acres of western white pine growing land.

Purchase of lands

The larger part of the land acquisition program planned to acquire key tracts within presently established national forests will need to be deferred. This would be approximately 70,000 to 100,000 acres of needed forest and watershed lands which are best suited for management as part of the national forest system.

Forest roads and trails

The rate of progress in implementing the development program—including the critical fields of timber management, recreation-public use and protection from fire and pests—will be a direct reflection of the rate of new road activity. A less-than-100-percent performance of the planned road activity will defer opportunities to market the full allowable timber harvest, to provide access to new public use areas, and to augment needed forest and watershed protection.

STATEMENT BY SENATOR KEFAUVER

Chairman HAYDEN. There will be placed in the record a statement by Senator Estes Kefauver, who urges increased appropriations for forestry research.

(The statement referred to follows:)

I think all Americans who have an interest in the conservation and development of our Nation's forest resources should be grateful for the words of my good colleague from Mississippi, Senator John Stennis, spoken on the Senate floor on February 15, 1962, regarding increased appropriations for forestry research in the coming year.

Senator Stennis outlined the financial needs for a long-term comprehensive forestry program, including laboratory construction, facility improvement, disease prevention and insect control. He also pointed out the discrepancy between the financial requirements of such a program and the inadequate sums appropriated by the Congress in recent years, and stated that in the budget proposed for the Department of Agriculture Forest Service in the coming fiscal year sums for forest research have been slashed even greater. The effect of these financial cuts on the Forest Service's long-term, comprehensive program is easy to imagine.

I share the Senator from Mississippi's distress in finding that, rather than a budget increase for forest research in the coming fiscal year, the budget request has been cut from last year's $26 million to $23 million, which has eliminated from the program almost all new construction of vitally needed laboratory buildings and other research structures. Improvements in facilities in the coming year are largely confined to equipment and supply improvement, rather than the larger and more expensive buildings, laboratories, and structures.

Senator Stennis has proposed increasing the budget for the Forest Service approximately $10½ million over the 1962 fiscal year level, to a total amount of $37 million. This increase would be to finance about $6 million of forestry research and about $4½ million of research facilities construction. I favor this increase as a needed step in implementing a truly long-term, comprehensive program of forestry research.

One of the forestry research projects which would be financed from the proposed $10½ million appropriation increase is of special interest to me, since it involves construction of a new $200,000 forestry research laboratory at the University of the South at Sewanee, Tenn. In his speech, Senator Stennis included this specific project among a dozen which he termed "high priority." I share this view of the great need for a new forestry research laboratory at Sewanee in order to facilitate the planning and carrying out of constructive programs of forest management, timber improvement, soil research, forest fire control, and insect and disease eradication. I know that great progress has been made in the past at Sewanee through the constant efforts of dedicated scientists to protect and improve the forests of Tennessee and its neighboring States. These scientists deserve, and their important projects demand, adequate work and study areas, efficient facilities, and up-to-date equipment in order to continue this fine record of constantly improving forestry programs. I am hopeful that the successes of the past may be exceeded by even greater progress in the uplands of the Cumberland Plateau and the Highland Rim, in studies to determine the best type soil for each of our splendid Tennessee hardwoods and pines, and in the development of new trees.

All of these desirable programs of forestry research, and the laboratory facilities in which to bring them to fruition, will cost money. But I am confident that even a modest investment in this program today will be richly rewarded in future years by handsome stands of healthy forest timber. I know of no more worthy investment in our Nation's future and, accordingly, I take great pleasure in alining myself with my colleague from Mississippi in urging the prompt approval of this meritorious appropriation.

LETTER FROM F. H. LANG, ARKANSAS FORESTRY COMMISSION

Chairman HAYDEN. There will be placed in the record a letter from F. H. Lang of State Forestry Commission of the State of Arkansas concerning the Stoneville, Miss., Hardwood Research Experiment Station.

(The letter referred to follows:)

ARKANSAS STATE FORESTRY COMMISSION,
Little Rock, Ark., March 9, 1962.

Hon. CARL HAYDEN,
Senator from Arizona,
Senate Building, Washington, D.C.

DEAR SENATOR HAYDEN: In 1958 I had the opportunity of appearing before your Subcommittee on Interior and Related Affairs in support of an expanded research program in the South.

It is my recollection that at that time you asked us to file our prepared statement with the secretary of the committee and I recall that you and I had a very delightful conversation regarding the possibilities and needs for good research. At that time I was most delighted and surprised to know of your interest, and that of your group, in our southern woodlands and the problems we were facing, not only in research but in the development of all phases of hardwood forestry.

During the past 2 months I have had occasion to visit the Stoneville, Miss., Hardwood Research Experiment Station and have discussed the problems with various members of its staff. The organization is now housed in a beautiful new building which is, in addition to its pleasing appearance, highly functional and I think the thanks for such a development rests with the sympathy of your committee.

The housing situation having been adequately solved and with a staff of very capable and well grounded men, it should go far in effecting results in hardwood research. However, hardwood types occupy 111.7 million acres in the South and there is so much to do, it occurs to me that your committee should consider favorably the authorization of necessary funds in the amount of $50,000 so that the Station could expand its personnel. In addition to the vast area of hardwood types we must deal with over 50 different species having commercial value, each having its own idiosyncrasies of growth and regeneration.

The quality of the work done at Stoneville, Miss., is the highest and it deserves your favorable consideration.

Very truly yours,

FRED H. LANG, *State Forester.*

COMMUNICATIONS

Chairman HAYDEN. I will place in the record letters addressed to me by Senator Robertson proposing that the Senate add $185,000 to the construction budget of the Bureau of Sport Fisheries and Wildlife to continue work on the hatchery at Wytheville, Va.; by Senator Allott urging appropriation of $65,000 to complete expansion work on the National Fish Hatchery at Leadville, Colo., and the establishment of a Cooperative Fish Research Unit at Colorado State University, Fort Collins, Colo.; and by Representative Cooley proposing establishment of a Cooperative Fishery Unit at North Carolina State College, Raleigh, N.C.

(The letters referred to follow:)

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
March 5, 1962.

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: You may recall that the Fish Hatchery at Wytheville, Va., was the first ever built in the United States. Needless to say, it became obsolete years ago and year before last the Congress authorized the Fish

and Wildlife Service to acquire some nearby property where an excellent water supply is available and where a modern and efficient fish hatchery could be built.

In the Interior Department budget for fiscal 1962 there was included $654,000 for the construction of six different fish hatcheries but nothing for the one at Wytheville. It is my understanding that the U.S. Fish and Wildlife Service urgently needs at least $185,000 of construction money to continue work on the next phase of the Wytheville Hatchery.

I will greatly appreciate it if you will request the Fish and Wildlife Service for the information of your subcommittee to furnish a report on the need of construction funds for the Wytheville Hatchery with an indication of the amount that can now be economically used.

Sincerely yours,

A WILLIS ROBERTSON.

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 6, 1962.

Hon. CARL HAYDEN,
Senate Committee on Appropriations,
New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Last year the Fish and Wildlife Service estimated it would take a total of $223,000 to expand the facilities at the Leadville, Colo. national fish hatchery. They further advised our committee that $158,000 was the maximum they could use to initiate such expansion in fiscal year 1962.

I have noted that the budget does not provide for the additional $65,000 to finish the work in fiscal year 1963. Knowing of the need for the hatchery facilities at Leadville and in order to finish properly the work begun by our appropriation of last year, I would appreciate it greatly if you could do all in your power to see that the remaining $65,000, to complete the expansion, may be included in the Department's appropriation for the coming fiscal year.

Warmest regards.

Sincerely yours,

GORDON ALLOTT, *U.S. Senator.*

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 7, 1962.

Hon. CARL HAYDEN,
Chairman, Senate Committee on Appropriations,
New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that under the fisheries research program authorized by Public Law 86-686, the Interior Department intends to establish 10 or 12 cooperative fishery units at appropriate university locations.

It has been brought to my attention that the Bureau of Sport Fisheries and Wildlife budget for fiscal year 1963 includes no funds for any cooperative fishery unit. However, I should like to commend to you, for our committee's serious consideration, the location during fiscal year 1963 of one of the proposed fishery research units at Colorado State University, Fort Collins, Colo.

I have been advised by the Department of the Interior that the planned level of work calls for an annual expenditure of $30,000 per unit to cover cost of salaries, travel related to the program, equipment, supplies, and limited funds for student assistance in graduate projects.

The recommendation for one of the proposed units to be located at Colorado State University has been made in a letter from the entire Colorado delegation from the House and Senate to the Department of Interior.

I believe very strongly that our committee and the Department of the Interior could make no better or more logical choice of a university location. Colorado State University is one of the few institutions of higher learning offering a degree in fishery science. I understand that the primary objective of the proposed research units will be to offer improved and expanded training for graduate students in order to provide more and better trained personnel for the management of the Nation's recreational and commercial fisheries resources.

There has been a fisheries research unit in existence at Colorado State University since 1949, at which time it was considered to be the only fishery research unit in existence. In the early years, it was supported by the university and

the Colorado Game and Fish Department in cooperation with the U.S. Fish and Wildlife Service. Federal participation in this ended in 1953, but the unit has been maintained through support from the university and the Colorado Game and Fish Department.

The objectives and functions of this unit at Colorado State University are essentially the same as those announced by the Department of Interior with regard to the program to be pursued under Public Law 86-686.

In view of its outstanding record of achievement in this field, and in view of the existing program and facilities in this research, I urge strongly that serious consideration be given by our committee to designate Colorado State University to be established as a fisheries research unit under the program authorized by the 86th Congress and that funds be appropriated for this purpose in fiscal year 1963.

Best regards.

Sincerely yours,

GORDON ALLOTT, *U.S. Senator.*

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON AGRICULTURE,
Washington, D.C., March 12, 1962.

HON. CARL HAYDEN,
Chairman, Senate Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that your committee is presently holding hearings on appropriations for the Department of the Interior and related agencies. North Carolina State College, which is located in the congressional district which I have represented for many years, is very much interested in establishing a cooperative fishery unit at the college, as authorized under Public Law 86-686.

As you may know, last year the U.S. Fish and Wildlife Service, Department of the Interior, requested $90,000 to establish three units under Public Law 86-686, one of which was the unit at State College. All of the requested units, however, were eliminated prior to the submission of the President's budget early this year. I am, of course, extremely anxious to have the $30,000 earmarked for State College reinstated in the appropriations bill you are now considering.

The unit will provide training of fishery workers at the graduate level, give opportunity for supervised employment to students, conducts surveys of waters on large Federal lands such as national parks, Indian reservations, and in the watershed development programs. The unit leader will carry on studies which are related to the Bureau of Sport Fisheries and Wildlife research projects and which are of general or regional interest. The fishery unit will serve in other fields as well as in research, and will be supervised through the Bureau's regional offices. The program will meet a long-felt need in the sport fishery field and will contribute materially to the quality and supply of fishery workers available for employment.

North Carolina State College, which is located in Raleigh, N.C., was selected to participate in the program because of the interest shown by the institution and by the State fish and game department, and because of its favorable location to serve the interests of the program. The college has had an active and continuous wildlife training and research program since 1937 both at the undergraduate and graduate levels and offers a Ph.D degree in the areas of wildlife biology (fish and game) and animal ecology.

For the record I am enclosing herewith a statement prepared by the Bureau of Sport Fisheries and Wildlife concerning the establishing of a cooperative fishery unit at North Carolina State College. As you will note, the statement sets forth the proposed activities of the unit as well as outlines the purposes for which the requested funds will be used.

Assuring you that I shall greatly appreciate all considerations which may be accorded this important and worthwhile project, I am, with cordial good wishes and kind regards,

Sincerely yours,

HAROLD D. COOLEY, *Chairman.*

STATEMENT CONCERNING A COOPERATIVE FISHERY UNIT AT NORTH CAROLINA STATE COLLEGE—FUNDS REQUESTED $30,000

The establishment of a cooperative fishery unit at North Caroline State College, as authorized under Public Law 86-686, would give needed support to a program of training, research, and sport fishery extension. Facilities at the college are admirably suited for this purpose, and the proposal has the support of the North Carolina Wildlife Resources Commission. North Carolina State College is one of the universities recommended by the Bureau for participation in this program.

The fishery unit would provide training to students in preparation for careers in fishery science and management. It would give supervision to graduate students in fishery research projects, including some financial support. Seasonal employment would be provided students interested in obtaining experience in this field. The unit leader and assistant leader, in addition to their supervisory duties, would conduct research in subjects of broad interest to fishery management and would participate in extension-type programs of State and regional interest. Subjects recommended for attention are: Investigations in the means of improving fish populations in reservoirs, better fishing from farm ponds, means of alleviating pollution, and development of coastal sport fishery resources.

The funds indicated, $30,000, will pay the salaries of two trained Federal employees, their transportation and necessary project expenses. Equipment for field and laboratory work would be purchased. The unit would operate under a cooperative agreement entered into by the college and the Bureau of Sport Fisheries and Wildlife. Unit activities would be closely coordinated with the work of the national fish hatcheries, the Bureau's fishery research and management programs.

COMMUNICATIONS

Chairman HAYDEN. I also will include in the record a telegram addressed to me from Mr. Kel M. Fox, secretary, Arizona Water Resources Committe, and a letter from Dr. G. Homer Durham, president, Arizona State University, asking that a Forest Service research laboratory be established at the Arizona State University.

(The material referred to follows:)

PHOENIX, ARIZ., *March 9, 1962.*

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.:

Meeting yesterday we check into need for forest service research laboratory facility on Arizona State University campus. We strongly urge construction of building similar to that approved last year for Flagstaff. Tempe facility would headquarter vital research on conversion of chaparral brush to grass, a promising field for increasing water yield. Also would be headquarters for other important research including salt cedar control. If further information needed call me Sedona at 23335. Regards.

KEL M. FOX
Secretary, Arizona Water Resources Committee.

ARIZONA STATE UNIVERSITY,
Tempe, Ariz., March 5, 1962.

Senator CARL HAYDEN,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: Arizona State University has been actively cooperating with the U.S. Forest Service research organization for the past several years. As you know, this agency has major watershed research projects headquartered here, as well as related research in range management and wildlife habitat management. This research means much to Arizona and to the Western States having similar problems.

Most of our part in this cooperative research has been to furnish what office space we have had available. We now find it impossible to furnish the additional office space needed, and we have little or no laboratory space available.

We regret this situation which is the result of increased enrollment and attendant needs.

However, we want to see this research continued because it is so important. We are very willing, therefore, to make land on our campus available to the Forest Service to build the needed office and laboratory buildings, if funds can be made available to them. My judgment is that it would take approximately $900,000 for the buildings, facilities, and laboratory equipment.

We appreciate your continued interest and support in our activities and hope that you will do what you can to consider funds requested by the Forest Service for the needed research facilities. It is my feeling that the possibilities for fruitful collaboration and research between the Forest Service and ASU can be greatly enhanced by such a development.

Sincerely yours,

G. HOMER DURHAM, *President*.

FIRE ASPECTS OF CIVIL DEFENSE

Chairman HAYDEN. Senator Mundt.

Senator MUNDT. Thank you, Mr. Chairman. I was called away this morning before I asked a couple questions I would like to ask. The first question has to do here with the testimony on page 36 of your justification sheets, dealing with the fire aspects of civil defense, especially of course, in rural areas. I have had a lot of correspondence with my constituents asking me to tell them what this means insofar as a rural State like South Dakota is concerned.

I am a little bit at a loss myself to know what to tell them. I wondered if you could explain what has been done at a national level beside the meeting which was held up at Battle Creek and how much we spend on civil defense activities through the Forest Service each year and how much you intend to spend this coming fiscal year.

Mr. HENDEE. Senator Mundt, there has been quite a bit of activity in this general field in recent months. The Executive order of February 16 assigned to the Secretary of Agriculture, among other things, the defense responsibilities that the Forest Service will have. This includes the prevention and control of fires in rural areas. It includes the emergency protection and management of forest timber, water, and related resources.

COOPERATION WITH COMMERCE DEPARTMENT

The third item has to do with emergency production and use of timber products in cooperation with the Department of Commerce. There are a couple of other miscellaneous items having to do with information and advice concerning equipment, manpower, and other requisites for carrying out the assigned activities and monitoring for fallout at fixed stations in the event that we need that. Then another important aspect we think is the research in support of this defense planning and emergency operations relating to management and utilization of forest resources and defense against rural land fires.

Now to answer your question on funds, Senator Mundt, actually there is no definite item in the President's budget for civilian defense in this budget that we are now hearing. We are, however, carrying on these activities as best we can as part of our regular program. For instance, in the current fiscal year our estimate of the amount of civilian defense work is $202,000. That is in the current year. It is our estimate of what we will do as part of our regular job.

ALLOCATION OF CIVIL DEFENSE FUNDS

Senator MUNDT. Will you get that allocated to you as part of the $350 million that the Department of Defense is requesting for civil defense? Will they contract it out to you or allocate it to you or does this come out of your budget?

Mr. HENDEE. This point that I am talking about now is included in our regular budget. We have as part of our regular responsibilities the civilian defense portion we estimate for the current fiscal year which is $202,000. There have been hearings in connection with civilian defense. There are some items that are ahead in connection with civilian defense planning. There will be additional information within the next few weeks as we understand it in connection with hearings on this item you are talking about. I am sorry I don't have more specific information.

REQUEST FOR TABULATION ON CIVIL DEFENSE FUNDS

Senator MUNDT. It seems to me, Mr. Chairman, that it is very hard for us to locate where civil defense is being financed and what is being done. I am wondering if it would be a good idea for our committee to write the Bureau of the Budget and ask them for a tabulation and find out how much each agency is asking for and receiving in this area, so we get a picture of the whole civil defense bill.

Chairman HAYDEN. That might be a very good idea.

Senator MUNDT. Thank you very much.

PAYMENTS TO STATES FOR NATIONAL FOREST FUNDS

One other question. On page 98 you are discussing the payments to States for the national forest funds. Exactly how does this program operate?

Mr. CLIFF. I am sorry, I didn't catch that question. Somebody else was asking me a question.

Mr. HENDEE. The question if I heard it right, Senator Mundt, was, How does this payment to States operate?

Senator MUNDT. Does it go to States or does it go to a specific county or how is it distributed?

Mr. HENDEE. It is distributed to the proper official in each State who in turn distributes it to the counties.

Senator MUNDT. Do you have a record of where the money finally eventuates? Could you put in the record, for example, a breakdown showing what South Dakota counties have participated and to what extent?

Mr. HENDEE. Yes, sir, I think we have that for the record. As we send it to the States. we show a total amount and where, according to our records, if they used the pro rata basis for distribution what each county would get. Distribution is made in accordance with the acreage of counties within a particular national forest.

Senator MUNDT. Would you supply that for South Dakota at this point.

Mr. HENDEE. We would be glad to.

Senator MUNDT. That is all.

(The information referred to follows:)

Amounts paid to State of South Dakota—25 percent of Forest Service receipts during fiscal year 1961

County:	County allocation on basis of national forest land in county
Custer	$18,375.23
Fall River	2,537.46
Harding	1,766.67
Lawrence	15,797.60
Meade	2,073.75
Pennington	22,976.28
Total	63,526.99

FOREST RECEIPTS PAID TO STATES

Chairman HAYDEN. Would it be too much trouble to do that by States for all the States?

Mr. HENDEE. I don't believe so, Senator Hayden. We have that by States, I know it is very simple. I am pretty sure we could do that for the committee.

(The information referred to appears on p. 1037.)

Senator MUNDT. That is all; thank you.

Chairman HAYDEN. Senator Dworshak.

FUNDS FOR VARIOUS LAND USES

Senator DWORSHAK. I wanted one question directed to item 6 on page 5, "Forest and utilization." Under the budget heading, "Mineral claims, leases, and other land uses," he had $6,800,000 this year and you are asking for an increase of $400,000 to $7,200,000 for the next fiscal year. Does this program deal largely with the Multiple Use Mining Act of 1955 and the responsibilities of the Forest Service to administer it?

Mr. CLIFF. It deals with that act, Senator Dworshak, but that is not the only function that we use those funds for. One-half of this increase is for land adjustment, acquisition, and status. Part of the money is being used in the administration of the act of 1955, but also we are responsible for looking after the work that is being done under the mineral leasing acts on the national forest, the land management phases of that and special land uses. This morning we discussed the fact that about eighteen and a quarter million acres are under lease on the national forest and national grasslands.

Senator DWORSHAK. That is almost entirely for mineral use.

Mr. CLIFF. Oil, gas, coal, phosphate, potash, and the other leasing minerals.

Also we have responsibility for examining claims for which patent is applied to determine if the mining laws have been adhered to, and we would have to make those examinations as patent applied for. We have responsibility for administering, for managing and disposing of common varieties of minerals. That is a growing job. That is sand, gravel, clay, and things of that kind that are now disposed of by sale rather than through the mineral claims provisions.

Senator DWORSHAK. Do you work with the land management on this?

Mr. CLIFF. Yes, sir; we do. We work very closely with them on mineral leasing but disposition of common varieties on national forest lands is the sole responsibility of the Forest Service.

PATENT APPLICATIONS

Senator DWORSHAK. How about the application, for patent? Do you make that work and then make a report to the BLM?

Mr. CLIFF. We do most of it. Sometimes we collaborate on it but generally we do the examination work. If the claim is valid and the law has been complied with we will certify as to the validity and recommend patenting. If we have any questions about the validity of the claim we will ask for a hearing. The BLM conducts the hearing and makes the final determination as to whether the land should go to patent or not.

FRAUDULENT MINING CLAIM APPLICATIONS

Senator DWORSHAK. I recall several years ago there were claims applications filed for alleged purposes other than development of mineral deposits. What is the current status? Have you cleaned that up under the authority you got under the act in 1955?

Mr. CLIFF. I would still say we have a problem in this regard, more of a problem than we formerly realized. As we have proceeded with this surface rights determination work we have found quite a large number of claims where it is very questionable whether or not they are being occupied for legitimate mining purposes. It appears that many are being occupied for purposes other than mining.

Senator DWORSHAK. That is where patents have been issued?

Mr. CLIFF. No.

Senator DWORSHAK. You would have no control over patented claims.

Mr. CLIFF. No; no control whatever. We have a problem facing us in examining these claims where questionable uses appear and to try to clear up the situation. We process these cases through the Bureau of Land Management the same as we do on the questions of patent.

Senator DWORSHAK. How many years do you think it will take to clean up this situation?

Mr. CLIFF. Well, on the surface right determination we are ahead of our schedule. We have completed the examination of about 120 million acres out of 140 million we planned on examining. We have completed the advertising to clear up the surface rights question on over 100 million acres and we have completed action on 53 million acres and the program is moving right along.

Now we are putting major emphasis on the surface rights determination. As soon as that is completed, which should be within the next 2 or 3 years, or about 1965, then we will direct more of our efforts to the examination of these questionable claims that are being disclosed.

ACREAGE IN QUESTIONABLE CLAIMS

Senator DWORSHAK. Have you found acreage disclosed in these questionable claims that you are currently checking?

Mr. CLIFF. It is variously estimated that we have, oh, maybe as many as 5,000 of those that will have to be examined. In some cases,

of course, there are some real hardships involved, old folks that have lived on these claims for years without doing any mining. You know the situation down on the Salmon River in your State and a few other places.

Senator DWORSHAK. I am not too well acquainted with that. I recall the adverse publicity that was turned on them.

Mr. CLIFF. This is a real difficult area we are getting into. We are clearing up some of these as we go along, the more flagrant cases and the ones that need to be cleared up where we have other uses for the land. We know we have a problem ahead to complete this program.

PERCENTAGE OF CLAIMS EXAMINED NOT COMPLYING

Senator DWORSHAK. I wanted to clarify just one aspect of that and I didn't make my question clear enough apparently. That is what percentage of the questionable claims which you have examined have been placed in the category where you are reasonably sure that didn't comply with the mining regulations and laws?

Mr. CLIFF. I don't have that percentage in mind, Senator. I would be glad to get that.

Senator DWORSHAK. Was it about what you expected or was it less than you anticipated in the Forest Service?

Mr. CLIFF. Our experience is we are finding more of these than we anticipated and in most of the cases we have brought to contest the Bureau of Land Management has decided in favor of the Government.

Senator DWORSHAK. Thank you, Mr. Chairman.

DEFINITION OF QUESTIONABLE USE OF MINING CLAIM

Chairman HAYDEN. I would like to ask you a question that was raised at home. What is a questionable use of an unpatented mining claim?

Mr. CLIFF. Well, the law states that the claim can be held for mining purposes only and the act of 1955 reemphasized it, if you will remember.

Well, the use of a mining claim for a summer home without any legitimate mining activity would be a questionable use of it. We have had situations where some of these claims have been used for construction and operation of service stations and we have moved in vigorously to clear those up. Those are questionable uses of mining claims, sir.

EXCEPTIONAL INSTANCES ARRANGED FOR

Chairman HAYDEN. What I had in mind was a case like this. Some oldtimer has gone out on to the forest hoping to develop a mining claim and patent but never could do it. He never got the funds or the oil was not there, but he has a home and it is the only home he has. He does not like to have to move. Is there any way you can arrange it so that in such a case where no harm of any kind is done the man can continue to live there?

Mr. CLIFF. Yes, sir; we have made some of those arrangements. We are very sympathetic to that kind of a situation and we have made arrangement for people of that kind to continue to occupy their cabins. We have issued special use permits with the understanding

that they could use the land and the cabin for occupancy until such time as the Government might need it or until the remainder of their life. In some instances they are occupying land that is needed for public purposes, some of it more usable and desirable land.

Chairman HAYDEN. That is a different question.

Mr. CLIFF. We have had to ask some of them to move. We do have these kinds of problems that you mentioned and they are difficult. They are real human relations problems that are difficult to solve. One of the real difficulties is where to draw the line as between the deserving and those that are less deserving and those that are not deserving at all.

Chairman HAYDEN. I know of several instances of that kind. I am glad to have your explanation.

ADJUDICATION OF GRAZING AREA REDUCTION

Senator DWORSHAK. Just one more question. I didn't hear all of your testimony, Mr. Cliff, but I am wondering whether you are making satisfactory progress in adjudicating some of the problems concerning the constant cutting down of grazing areas in Idaho and some of the other Western States. A few years ago we had a lot of alleged injustice involved in reductions in the number of stock that could be grazed in certain areas. What is the word to use? Have you reached a satisfactory conclusion in many of those claims? I am thinking for instance of the one which involved David Little in Emmett, Idaho.

Mr. CLIFF. That particular case has been settled without appeal. Mr. Little withdrew his appeal and we reached a settlement which was agreeable to the Forest Service and I presume agreeable to Mr. Little. We are successful in working out management programs with a large number of our permittees. We are making good progress, very satisfying progress. In a number of cases, however, we are having difficulty and you no doubt are hearing about some of those.

This is another very difficult area to work in where people's livelihoods are involved and we are attempting to solve these problems where we have them, not only by reducing livestock but by building up the range. We are spending considerable money in trying to build up the range and we are asking their cooperation and I would say that in the great majority of cases we are getting it.

INSTANCES OF OVERGRAZING

Senator DWORSHAK. You have not had very many instances of serious overgrazing that have been detrimental to the range, have you?

Mr. CLIFF. Yes, we have.

Senator DWORSHAK. In many areas, in many States?

Mr. CLIFF. I am sorry to say we have. We have had some quite extensive overgrazing in the past that dates way back to the time before the forest was created. It also was accelerated during World War I when the Government deliberately overstocked these ranges. We have had and still have places where damage is occurring. Now we are making progress in solving these problems. We still have

some distance to go yet. As I said we are trying to work those things out with the permittees themselves right out on the ground.

Senator DWORSHAK. In most cases the cooperation is forthcoming.

Mr. CLIFF. Yes, but in some cases they will appeal the decisions clear through to the Secretary.

Senator DWORSHAK. Thank you.

Chairman HAYDEN. I would like to tell a story about something that happened a long time ago. There was during the First World War the same difficulty they had in the Second World War about handling the range management. A number of fences were built and a very overambitious U.S. district attorney told the cattlemen they had to get those fences down immediately or they would be indicted.

I talked to the then Chief Forester and he could not do anything. I talked to the Secretary of the Interior and he said he could not do anything. So then I talked to Calvin Coolidge and explained these were cedar posts and barbed wire fences and they could not be taken down immediately, and besides it was not the time of year to do it; a little later would be all right. I explained these were not stone fences with which he was familiar in New England. After he listened carefully to my story he said, "Tell them not to worry." And that settled the case.

We thank you, Dr. McArdle, for your appearance here. I am sorry we won't be listening to you any more but any time you get in the mood and want to come back we will be glad to hear from you.

Mr. MCARDLE. Thank you, Mr. Chairman.

Chairman HAYDEN. I will adjourn this meeting until 10 o'clock tomorrow morning.

(Whereupon, at 4:10 p.m., Monday, March 12, 1962, the committee adjourned, to reconvene at 10 a.m., Tuesday, March 13, 1962.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS, 1963

TUESDAY, MARCH 13, 1962

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met at 10 a.m. pursuant to recess, in room 1223, New Senate Office Building, Hon. Robert C. Byrd, presiding.

Present: Senators Byrd and Smith.

Also present: Senators Morse, Gruening, Williams of New Jersey, Aiken, and Scott.

DEPARTMENT OF AGRICULTURE

FOREST SERVICE

STATEMENT BY THE CHAIRMAN

Senator BYRD. The committee will be in order.

Good morning, ladies and gentlemen. This morning the committee will hear Senators and nongovernmental witnesses primarily with regard to Forest Service matters. There are quite a number of persons to be heard and I hope that those testifying will file their written statements and highlight them.

The schedule is such that no one can be heard today unless prior arrangements have been made. Should there be any who have not made advance arrangements, a statement can be printed in the record if received today or tomorrow.

We will hear Senators first if they are present, and then we will proceed with other witnesses. At the moment Senator Smith is present, but she is awaiting the arrival of Senator Aiken and until such time as he arrives we will hear Mr. W. A. Williams, Jr., of Santa Fe, N. Mex., representing the National Association of Soil Conservation Districts regarding soil and moisture activities in the Department of the Interior.

Mr. Williams.

NATIONAL ASSOCIATION OF SOIL AND WATER CONSERVATION DISTRICTS

STATEMENT OF W. A. WILLIAMS, JR., SANTA FE, N. MEX., CHAIRMAN, PUBLIC LANDS COMMITTEE

PREPARED STATEMENT

Senator BYRD. Good morning, Mr. Williams.

Mr. WILLIAMS. Good morning, Mr. Chairman and Senator.

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Senator BYRD. Do you have a prepared statement, Mr. Williams?

Mr. WILLIAMS. Yes, I do. I have copies right here.

Senator BYRD. Thank you.

Do you wish to include the prepared statement in the record and just hit the highlights extemporaneously?

Mr. WILLIAMS. I will, sir. Thank you very much.

(The statement referred to follows:)

The 2,900 soil and water conservation districts in the Nation have an active and continuing concern about the protection and improvement of public lands being managed by the Federal Government. This concern is especially evident among the districts of the West because it is in the West that the programs of districts and those of the public land agencies are most directly related.

My specific purpose today is to testify in support of the soil and moisture conservation programs of the several agencies in the Department of the Interior, and also the national forest program of the Department of Agriculture.

As you know, soil and water conservation districts are local units of government organized under State laws. The program of each district is managed by a governing body of local people, elected by the land owners and operators within the district. These district supervisors serve without pay. They are charged with the responsibility of developing annual and long-range programs of conservation and resource development for all the lands within the districts.

An additional part of their responsibility is to move forward with these programs in cooperation with individual land owners and operators—and with the government agencies administering the adjacent and intermingled public lands.

For a number of years the association I represent has recognized the need for an acceleration of the public land programs designed to protect and improve the soil, moisture, range, and forest resources of the West. Individual districts and their State associations, particularly in the 11 Western States, have been moving toward a steadily greater degree of cooperation with Interior agencies—and with the Forest Service. We recognize our own responsibilities in helping to develop mutually beneficial programs.

INFORMATION REQUIRED

It is basic, of course, that good information on the resources themselves must be obtained before we can develop intelligent, constructive programs. We have supported the collection of such information by Government agencies working with resources. The districts themselves undertake to collect better data each year on the condition and needs of the areas they are working in.

Because of the recently completed national conservation needs survey by the Department of Agriculture, there is now excellent information available as to the needs and timing of conservation work on privately owned agricultural lands. We do not yet have equally good data on Government-owned lands.

The study of range conditions being made by the Interior Department will clarify the picture to some degree. In addition, I am pleased to report that our association is initiating a district-by-district survey, to be made in cooperation with Government agencies, to ascertain the extent and urgency of conservation needs and resource development work on public and Indian lands associated with districts. We are going to emphasize this project during 1962 and I am hopeful that by the end of the year we will have a much clearer understanding of the dimension of the job ahead.

It is not necessary to wait for the completion of these surveys, however, to recognize that a major task faces the Interior Department on the lands under its administration. On the basis of the best preliminary estimates available, for example, nearly 33 million acres are in need of brush control, 32 million acres need weed control, and more than 26 million acres need pest control.

The estimates indicate the public lands should have the protection of more than 10,000 miles of terraces, close to 4,000 miles of waterways, and over 205,000 miles of gully control work.

The preliminary figures also indicate a need for seeding on nearly 19 million acres, water spreading on 924,000 acres, and rough tillage on nearly 4,700,000 acres.

We mention these estimates mainly to give a rough picture of the size of the job. They are important in their relation the progressive deterioration of large

areas of the public lands. It has been estimated, for example, that approximately 52 percent of the public lands administered by the Bureau of Land Management is suffering from critical to severe soil erosion.

Soil conservation district supervisors report that erosion has been greatly accelerated on public lands in many parts of the West by the disturbance and destruction of vegetative cover on the land. Fire, drought, rodents, overstocking, unseasonal grazing use, and other factors are serving to damage the protective vegetation.

The severe loss of soil by wind and water in many localities is largely the result of depleted plant cover. This not only represents the loss of an extremely valuable upland resource, but causes damage to downstream values—including recreation, fish and game, storage facilities for irrigation water, flood control structures, and power developments.

Soil conservation districts have a double concern for this damage to public lands—and the resulting costly deposits of silt in downstream valleys and structures.

First, we are constantly aware that millions of acres of publicly owned lands are so intimately associated with the operations of privately owned lands—either through lease or permit arrangements—that the success of private operations depends on the quality of the public lands. This means good vegetative cover and the application of essential soil and moisture conservation practices where needed—all on the basis of a carefully developed priority schedule.

I also want to emphasize that districts are keenly interested in all aspects of water management on the public lands. Water becomes increasingly more important in most every part of the West, as this committee knows so well. There is an urgent need to eliminate water waste wherever possible—and to improve the use of availability of water as rapidly as this can be done. Both of these aspects of management, as they apply to the public lands, are of critical importance to districts, and to their cooperating farmers, ranchers, and other landowners.

Our second major reason for concern arises from our feeling of responsibility, not only to our own communities, but to all the people of the country. The benefits of conservation and orderly development are not limited to farmers and ranchers. They extend to city dwellers, sportsmen, industries, municipalities, and other nonfarm interests.

As a nation we need to devote at least as much care and conservation to our public lands as we do to our private lands. As of today, it would be hard to say that the Government is setting a good conservation example for the citizens. We wish the Government would do as well on public lands as district cooperators are doing on private lands.

As the pressures increase on our land and water—and on our forests, wildlife, grass, and recreational areas—we believe it is a responsibility of leadership in the Congress and in the executive branch of Government, to anticipate oncoming requirements of the Nation and prepare to meet them in an orderly, effective way. It is an important characteristic of conservation and resource development that little can be accomplished swiftly. This is work requiring time. And it may be noted that the longer this work is postponed, the costlier it becomes. It is less expensive to conserve than to repair and rebuild. It costs less to maintain grass than to pay flood damages.

Accordingly, we believe it represents good fiscal management as well as good resource management to provide adequately for the conservation operations of the Interior agencies—and the Forest Service.

The extent of land and vegetative damage, the increasing yield of silt, the increasing rate of erosion, and the unnecessary waste of moisture, all emphasize the severe lag in conservation operations on the public lands.

We are pleased to see that the budget estimates for fiscal year 1963 recognize, at least modestly, the pressing needs. We support the budget figures for soil and moisture conservation work by the Bureau of Reclamation and the National Park Service during the coming fiscal year. The budget proposal of $705,000 for the Bureau of Sport Fisheries and Wildlife also represents a needed increase, and we hope the committee will recommend this amount for soil and moisture work by this Bureau.

The major shortcoming in the budget estimates for soil and moisture operations, in our judgment, lies in the proposal for the Bureau of Land Management. Conservation work on the reserved lands has fallen so far behind, and the needs are now so urgent, that we believe a major recovery effort must be

made over a period of years. We urge that this effort be inaugurated in the next fiscal year. Some acceleration of this work is provided in the budget estimates. While the figure of $8,525,000 represents a most welcome and needed increase, we believe that $10,150,000 could be used advantageously and should be provided.

Similarly, we recommend that soil and moisture funds for the Bureau of Indian Affairs be increased for the coming fiscal year to a $6 million level. The Indian lands, like the reserved lands, are in sore need of conservation treatment. We would like to emphasize that the treatment of both reserved and Indian lands will provide benefits well beyond the boundaries of the public lands.

In addition to our interest in the soil and moisture conservation items already mentioned, we would like to record our support for the budget estimates of $5,600,000 to BLM for grazing land management, $909,000 for weed control, and $400,000 for fire suppression.

The budget estimate of $4,300,000 for forest and range land management on Indian lands represents a desirable increase in funds for the Bureau of Indian Affairs. We endorse, also, the increase in the forestry and fire control item for the National Park Service.

Our concern for an accelerated program of conservation and development on the reserved and Indian lands also applies to the lands within the national forests—including the grazing lands within the forests. For the reasons already cited, we urge this committee to recommend the full amount of the budget estimate of $140,740,000 for forest land management during the coming year.

We also support those budget estimates pertaining to Forest Service operations in the fields of research, State and private forestry cooperation, cooperative range improvements, and assistance to States for tree planting.

One aspect of forest research warrants special mention. This concerns the damaging aftereffects of strip-mining operations in several sections of the country. These operations are rendering hundreds of acres unprofitable for further production of forest, grass, crops, or wildlife. Moreover, these strip-mined areas contribute to flood and sediment damage to farms, cities, roads, water supplies, and stream fishing.

There is a genuine need for research into the economic restoration of such areas and we support an appropriation of $200,000 to the Central States Forest Experiment Station for this purpose.

We endorse the views of President Kennedy in his conservation message to Congress earlier this month that more intensive management of the public domain and national forests is needed and would be in the public interest.

In his message the President called for the establishment of an Institute of Water Research. We concur with the urgency for strengthening research in this critical field, but prior to the creation of such an Institute we believe there should be time and funds for a more detailed analysis of existing research authorizations and operations by the several Federal departments concerned.

We have been impressed by the thoroughness and judgment which marked the report of the Senate Select Committee on National Water Resources. Our belief is that any new proposals should be weighed in relation to those of the select committee's recommendations. Most particularly, we would oppose any effort to centralize and concentrate the administration of all Federal water research in one agency. There are aspects of water research which, in our opinion, can be carried forward most effectively in the Department of Agriculture; in the Department of Health, Education, and Welfare; and in the Department of the Interior.

Within individual departments, however, we believe a strong case can be made for more coordination.

Within the Department of the Interior, for example, we would advocate the establishment of a new Bureau of Water Research, coordinating and carrying forward the many aspects of water research now dispersed among several of the Department's agencies.

We sincerely urge favorable consideration by this committee of the appropriations so essential to better stewardship by our Government of the great treasure of public lands, water, timber, wildlife, and recreational resources under its management.

We are confident that improved management of the public lands will be reflected in more effective resource work on the adjoining private lands—especially in districts. It is our hope that we can do a better job on both sides of the fence—together.

GENERAL STATEMENT

Mr. WILLIAMS. I am a resident of New Mexico. I have lived all my life in northern New Mexico, and I have seen firsthand some of the things which have happened to the public lands because of abuse and misuse of these lands.

I have seen springs, Mr. Chairman, that were once large springs falling second foot and more and we have to dig 15 to 20 feet for the first water now. This is because the water table has gone down because of the disappearance of the vegetative cover above.

In highlighting this testimony I would like to read a few excerpts from it.

It may be noted that the longer this work is postponed—this is the work of redevelopment—the costlier it becomes. It is less expensive to conserve than to repair and rebuild. It costs less to maintain grass than to pay flood damages.

SUPPORT FOR CONSERVATION OPERATION

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DAMAGES RESULTING FROM STRIP MINING OPERATIONS

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Senator BYRD. Does that complete your statement, Mr. Williams?

Mr. WILLIAMS. Yes, sir.

Senator BYRD. Thank you very much for a good statement.

Mr. WILLIAMS. Thank you, sir.

Senator BYRD. Mr. Kenneth B. Pomeroy representing the American Forestry Association.

Mr. Pomeroy, we are very glad to welcome you before this committee this morning.

AMERICAN FORESTRY ASSOCIATION

STATEMENT OF KENNETH B. POMEROY, REPRESENTATIVE

PREPARED STATEMENT

Senator BYRD. Mr. Pomeroy, do you have a statement that is prepared for the record?

Mr. POMEROY. Yes, I do.

Senator BYRD. Would you like to have it included?

Mr. POMEROY. Please.

Senator BYRD. All right, it will be included.

(The statement referred to follows:)

Mr. Chairman, I am Kenneth B. Pomeroy, representing the American Forestry Association.

This organization endorsed the program for development of the national forests when it was presented to Congress 3 years ago. We are pleased to note that you are making it possible for the Forest Service to implement this program on schedule. We hope you will continue to do so. Whenever there is an opportunity to expand the program, we recommend that special attention be given to forest research, particularly the phases dealing with utilization, watershed management, and protection of our forests from fire, insects and disease.

This year I would like to direct your attention to a different aspect of resource management, one that has been neglected far too long. I am referring to rehabilitation of the native range on lands under the jurisdiction of the Bureau of Land Management. This segment of Federal real estate contains about 175 million acres in 11 Western States.

A decade ago Oscar L. Chapman, then Secretary of the Interior, analyzed the condition of the Federal range. He said:

"Despite the substantial improvement that has taken place since enactment of the Taylor Grazing Act of 1934, the Federal rangelands are not making their maximum contribution to the national economy. Their productive capacity is lower than it should be. In many instances, erosion of rangelands is causing substantial damage to other lands and improvements at lower elevations. In particular, reservoirs on our larger streams and their tributaries are being filled with sediment at an alarming rate."

"According to the best estimates available," Mr. Chapman continued, "about 50 percent of Federal rangelands are in a state of severe to critical erosion, 32 percent are eroding moderately, and only 18 percent are in a condition of slight to no erosion."

Mr. Chapman estimated the annual loss of soil erosion to be 500 million tons, a volume that would require 244,846 freight trains of 50 cars each to transport. This is a staggering waste of a national resource. We must correct this appalling situation.

The most impotant step in rebuilding rundown rangeland is adequate management. Range fires must be eliminated. Grazing use must be reduced to the carry-capacity of the land. Weed species must be eliminated and the range reseeded to hardy forage plants. These steps will increase the value of the range from 3 to 10 times.

Mr. Chapman concluded his report by stating that the rehabilitation job could be completed in 20 years if adequate funds were available. He estimated the cost at between $400 and $500 million.

In 1961 about 400 members of the American Forestry Association went to Santa Fe, N. Mex. to take a first-hand look at "Stewardship of the Public Lands." Some of these people visited the Rio Puerco, a 4 million-acre range near the Jemez Mountains. At one time forage plants in this southwestern valley provided the basic support of 16 thriving communities. Today only five villages exist there. One village contains only one family. The reason is clearly visible—deterioration of the native range during 70 years of misuse by man.

Shocked by this situation the American Forestry Association inquired further into the use of public lands. We found that at the current rate of progress, it will take the Bureau of Land Management more than a century to cover the 144,242,000 acres now in need of treatment. Rehabilitation will cost upward of $700 million.

Is this expenditure justified?

We think it is. At present it often requires 30 to 40 acres of rundown range to support one cow for 1 month. When such ranges are reseeded, 10 head of cattle can be supported on the same area. Removal of worthless brush alone often increases the carrying capacity 300 to 400 percent. In time such improvements will return to the Public Treasury fees equal to the cost of rehabilitation. In addition, the economy of the region and the Nation will be strengthened.

Respectfully submitted.

KENNETH B. POMEROY, *Chief Forester.*

GENERAL STATEMENT

Senator BYRD. Would you like to read your statement or would you like to speak extemporaneously?

Mr. POMEROY. I will brief it, please.

Senator BYRD. All right, you may proceed.

Mr. POMEROY. Mr. Chairman, I am Kenneth B. Pomeroy, representing the American Forestry Association.

This organization endorsed the program for development of the national forests when it was presented to Congress 3 years ago. We are pleased to note that you are making good progress with this program and we hope that it can be continued along the same lines.

If there are opportunities to advance the program, we think special emphasis should be given to forest research.

Now just this morning some of our Southern members pointed out that the Forest Survey needs to be expanded. Now we realize that there is a legislative ceiling with respect to the Forest Survey and that will have to be adjusted before you can do anything further with it.

However, I would like to leave this statement for the record which pertains to that particular thing.

Senator BYRD. It will be included in the record.

(The statement referred to follows:)

FOREST SURVEY

The output of forest-based industries in the South reached a new high of more than $8 billion in 1960. Southern forests and their dependent industries are highly dynamic. The balance of southern pine production, as one example, recently shifted from lumber to pulpwood in response to rising paper demand. Again, the supply of timber suitable for industry varies from year to year as a result of constantly changing rates at which it is being increased through growth and diminished through use, and by fire, insects, disease, and other destructive agencies.

In the face of rapidly changing resource and industrial conditions, southern wood-using firms rely more and more upon the forest survey to furnish the

information needed to determine the most economic location of proposed plants and the feasibility of expanding existing facilities. Moreover, industrial commissions, conservation departments, and other State agencies increasingly look to the forest survey for information essential to planning the orderly development of timber resources.

To accelerate and intensify the inventory of the South's timber resources, to broaden coverage of current timber production trends, and to provide for more comprehensive analyses of industrial development opportunities, the forest survey should be substantially strengthened.

The forest survey is authorized by the McSweeney-McNary Forest Research Act of 1928 (45 Stat. 699). As amended in 1949, there is authorized to be appropriated not to exceed $1,500,000 annually to keep the survey current (16 U.S.C. 581k) (sec. 9).

Authorized expenditure applies to almost 500 million acres of commercial forest in the United States—an annual rate of about 0.3 cent per acre. Since 1949, costs have risen more than 50 percent and the limintation is no longer sufficient to carry out the forest survey as the Congress originally contemplated. Introduction of legislation would be required to remove the limitation on appropriations for the forest survey.

REHABILITATION OF PUBLIC RANGE

Mr. POMEROY. Now the portion of my talk that I would like to give special emphasis to pertains to rehabilitation of the public range. This is something we feel needs a great deal more attention. Last year our association met in Santa Fe and some 400 people gathered there to consider stewardship of the public lands. We spent 4 days making tours to national forests, the Bureau of Land Management, the national parks, and to Indian reservations.

We were particularly concerned with some of the rangelands. We made a report in our magazine regarding the deserted village. I do not have an extra copy of it, but I do have photographs here of similar areas and I would like to leave these photographs with you.

That one happens to be New Mexico, showing an area of serious wash. Here is a similar one in Arizona showing the way that soil is being eaten away.

Here is another one in Wyoming.

All of these things were covered some 10 years ago by Secretary Chapman, Secretary of the Interior. At that time he said:

Despite the substantial improvement that has taken place since enactment of the Taylor Grazing Act in 1934, the Federal rangelands are not making the maximum contribution to the national economy. Their productive capacity is lower than it should be. In many instances, erosion of rangelands is causing substantial damage to other lands and improvements at lower elevations.

In particular, reservoirs on our larger streams and their tributaries are being filled with sediment at an alarming rate.

We have made some investigations to see what has been done since then and what is being done now. It is our understanding that at the present rate of progress it will take 109 years to bring these lands up to full productivity.

Now we are not making any recommendation to you as to how much money should be allocated to this work at present. We merely urge that you use your good judgment to give these things such emphasis as you can.

Thank you very much.

Senator BYRD. Does that complete your statement, Mr. Pomeroy?

Mr. POMEROY. Yes.

Senator BYRD. The photographs you have shown me will be included in the files of the committee.

(The photographs referred to will be found in the files of the committee.)

Senator BYRD. We thank you for your statement. It is a good statement.

Good morning, Senator Gruening.

Senator Gruening, we are very pleased to have you here before the committee this morning. You may present a written statement or you may speak extemporaneously, whatever way you wish.

STATEMENT OF HON. ERNEST GRUENING, A U.S. SENATOR FROM THE STATE OF ALASKA

GENERAL STATEMENT

Senator GRUENING. Mr. Chairman, I have a very extended statement here and I think it will be wise, in the interest of saving the committee's time, for me not to read it all. I thought I might make a preliminary statement and then comment on some of the projects that we feel are desirable, and then, if it is agreeable with the committee, have the statement introduced as a whole.

Senator BYRD. We will be very glad to include it in the record in its entirety, Senator Gruening.

Senator GRUENING. Thank you.

(The statement referred to follows:)

Mr. Chairman, the principal portion of my testimony before the Subcommittee on Interior and Related Agencies Appropriations will concern matters directly or indirectly affecting Alaska, its great and sometimes obvious needs, and the use to which many millions of dollars will be put if this committee approves the budget items before it.

However, before I discuss these areas I wish to thank the committee for its consideration of Alaska's needs during this fiscal year.

Although Alaska has many needs, Alaska's delegation last year did not want funds totaling $387,350 which had been earmarked for two wildlife ranges. It felt, as did the State officials, that the money could better be spent for a Forestry Research Laboratory at Fairbanks or for cadastral work of the Bureau of Land Management, for fishery rehabilitation, for schools and much else. And subsequently, the funds for the two proposed wildlife ranges were removed from the budget and used for projects urgently needed in Alaska.

This committee's action is appreciated in Alaska, for those projects, I believe, should be the State's responsibility.

Less than 4 years have elapsed since Congress approved formation of the 49th State. Progress has been made, but 98 percent of Alaska still is federally owned. As a result the State, of necessity, looks carefully at the actions, proposed and actual, of the administration and its agencies.

Let me take them up one by one.

We trust that no appropriation will be made for either the Arctic Wildlife Range or the Izembek National Wildlife Range in this or future budgets.

As a matter of fact Gov. William Egan has requested that the area comprised by the nearly 9 million acres of the so-called Arctic Wildlife Range be included in the withdrawals to which the State of Alaska is entitled. Governor Egan has done that so that if, after appropriate study it is determined that the land would serve the Nation best as a wildlife range, this could be done by the State.

This is in line with the policy announced by Secretary Udall in his speech on March 6, 1961, before the American Wildlife and Natural Resources Conference. He said:

"We have been charged by the President to formulate plans for new starts. Obviously, a national program of this kind does not mean the acquisition of new Federal parks and recreational area only. Inevitably, and most importantly, such a program must include devices for encouraging the States to develop land acquisition programs of their own.

"This will be a real challenge to our States—and one that they must meet for the benefit of their citizens."

The State of Alaska is doing this.

Although the request was made to former Secretary Seaton by Governor Egan before he made the withdrawal that he not withdraw these lands, and although

the Congress had refused to act after extensive hearings on the matter were conducted by my distinguished colleague, the Honorable E. L. (Bob) Bartlett, the withdrawal was made.

I hope, therefore, that language can be written into this bill or the report that no funds appropriated by this bill shall be used for either of these withdrawals.

BUREAU OF LAND MANAGEMENT

Our Statehood Act contains a grant to the State of Alaska of approximately 103 million acres of land now owned by the Federal Government. The State is to select this land over a 25-year period. Section 6(g) of the Statehood Act specified:

"Where any lands desired by the State are unsurveyed at the time of their selection, the Secretary of the Interior shall survey the exterior boundaries of the area requested without any interior subdivision thereof, and shall issue a patent for such selected area in terms of the exterior boundary."

As this committee knows, only an infinitesimal portion of Alaska has been surveyed. If Alaska is to make its selections these surveys must be speeded up. In his testimony before the subcommittee last year, the Director of the Bureau of Land Management, Mr. Karl Landstrom, observed:

"The selection of Federal lands by the State of Alaska is resulting in a growing workload for adjudication, field examination, and cadastral surveys."

It is, therefore, gratifying to note that the budget for the Bureau of Land Management for fiscal year 1963 is substantially increased over that of the current year. This increase includes funds for an expanding workload in the land offices in Alaska and for cadastral surveys in the State which are, as Director Landstrom said this year, "necessary before the State (Alaska) can receive title to selected lands."

The amount budgeted for cadastral surveys for fiscal year 1963 is $4,490,000. While this is substantially more than the fiscal year 1962 figure of $3,732,000, it is nevertheless considerably less than the Bureau of Land Management's request to the Bureau of the Budget which was $5.8 million.

However, let me say that I am certain the request for $5.8 million would not have ever gone to the Bureau of the Budget unless it could be used.

Therefore, I request that the subcommittee restore the funds denied by the Bureau of the Budget.

Restoration of these funds, $1,310,000, will provide the means by which the orderly land transferral in Alaska can be more rapidly accomplished.

We cannot expect the BLM to keep up with the State as land selections are made, at this time, but we can help the Bureau accomplish the necessary surveys more rapidly if we provide the funds necessary.

Alaska's development as a State is seriously impeded by the delay in land transfer.

Here again, we confront a situation and an overdue need resulting directly from longstanding discrimination against Alaska. While Alaska was a territory, land surveying proceeded at a snail's pace in contrast with what was being done elsewhere under the flag.

At the first statehood hearing held in April of 1950 in the 81st Congress before the Senate Committee on Interior and Insular Affairs, Senator Clinton P. Anderson, who was presiding and, incidentally, is the only member of that committee still in the Senate, after listening to the testimony on what had been done, or rather not done in the matter of land surveying in Alaska summed up the situation by pointing out that at the rate the Federal Government had been proceeding it would require 17,000 years to complete Alaska's land survey. (Hearings on H.R. 331, and S. 2036, p. 318.) Think of it, 17,000 years. There has been a slight increase in the rate of surveys, but the huge backlog of unsurveyed Alaska lands is still with us. The Bureau of Land Management has testified this year that approximately 375 million acres of public domain remains to be surveyed—which is roughly the total land area of Alaska (p. 81, House hearings 1962). Now the requirement of getting the 27 percent of the Federal land in Alaska granted Alaska by the Statehood Act makes a drastically increased rate of survey imperative. Here, too, this is an investment rather than a mere expenditure, for the land cannot be taken over and made productive and revenue-producing until it is surveyed. So I strongly urge the committee to grant the BLM's request for that $5.8 million.

There are other BLM items which will be of help in the State. Among them, funds for the management of grazing lands, funds for prefire suppression work and money for fire protection which I hope this subcommittee will approve.

The need is demonstrably greater in Alaska. The average forest area burned annually in Alaska over a 10-year period is 873,075 acres which is more than half the total area burned in the 50 States, which is 1,572,734.

I should like to quote the following from a BLM report:

"The range management program in Alaska will be expanded to assure the application of sound range management practices to approximately 2 million acres of public lands presently held under livestock grazing lease, and to systematically classify and establish good conservation practices on the remaining 8 million acres believed suitable for livestock production as the industry expands."

Mr. Chairman, the livestock industry is one of Alaska's great potentials. In the face of some very special handicaps it is progressing. We have some excellent dairy herds. I've seen it developing for beef cattle on Kodiak Island. We of Alaska want that industry to expand as quickly as it can, and we are appreciative of the interest which is clearly indicated by the Bureau of Land Management.

BUREAU OF INDIAN AFFAIRS

The Bureau of Indian Affairs requests $197.4 million for fiscal year 1963. This is an increase of $33.1 million over the current budget and I am reliably informed the sum could be enlarged by $17 million, based on requests originally made to the Bureau of the Budget. So I suggest that unfinished BIA work could be started immediately.

In Alaska there are 43,000 natives—Eskimos, Indians, and Aleuts. The program of the BIA directly affects these citizens, specifically, and the State generally.

Three program goals have been announced by the BIA. They are—

1. Maximum Indian, Eskimo, and Aleut economic self-sufficiency;
2. Full participation of Indians, Eskimos, and Aleuts in American life;
3. Equal citizenship privileges and responsibilities for Indians, Eskimos, and Aleuts.

I endorse each of them vigorously. I would think that they could best be accomplished through broad programs which would implement education, economic opportunity, health measures, and living accommodations.

The Bureau of Indian Affairs proposes to spend $82.8 million for education and welfare services in the Nation. Alaska's suggested share would be $9,277,113, an increase of $1,731,870. School expenses in Alaska are high. This is due to the isolation of a very large number of boarding schools which BIA operates and in which the children live on a 24-hour basis. So there is need for teachers and counselors in these resident schools.

NEW SCHOOL FUNDS

In Alaska today there are public school districts, some schools operated by the State without having public school districts, and schools operated by the Bureau of Indian Affairs. The State is willing to take over Bureau-operated institutions with Federal financial support, but it does not desire schools which are no longer operable.

For this reason, the Bureau of Indian Affairs has requested $4,388,000 to be used for the construction of 16 grade schools, for advance planning for a resident high school in Fairbanks, and for utilities at Barrow which will serve a school and a hospital.

Bureau of Indian Affairs—Proposed buildings and utilities construction program, fiscal year 1963, for Alaska

Summary of projects (States other than Navajo-Hopi)	Additional spaces	Replacement spaces	Estimated cost	Summary of projects (States other than Navajo-Hopi)	Additional spaces	Replacement spaces	Estimated cost
A. ALASKA				A. ALASKA—Con.			
Alitak School	0	30	$141,000	Nondalton School	0	60	$219,000
Barrow utilities	0	0	540,000	Old Harbor School	0	60	194,000
Eagle School	0	30	159,000	Oscarville School	30	0	158,000
Fairbanks School (advance planning)	0	0	350,000	Scammon Bay School	30	30	196,000
Hooper Bay School	90	120	519,000	Stebbins School	0	60	192,000
Kiana School	60	60	387,000	Tanunak School	0	60	188,000
Kwethluk School	60	30	230,000	Tatitlek School	30	30	186,000
Newktok School	60	0	191,000	Tetlin School	0	30	160,000
Noatak School	60	60	378,000	Total, Alaska	420	660	4,388,000

An educated citizenry is our strongest weapon against any form of subversion of tyranny. I hope this subcommittee will approve the following budget requests for better school facilities in Alaska.

1. The expenditure of $141,000 proposed for Alitak School on Kodiak Island will pay for construction of a one-classroom school with living quarters, a storage and generator building, and provide for utilities. The new school located some 80 miles southwest of the town of Kodiak, would replace existing buildings built in 1908 which have deteriorated. It would accommodate a minimum of 18 students.

2. The expenditure of $540,000 at Barrow would make possible construction of the Bureau of Indian Affairs share of a joint project with the Public Health Service. This will provide utilities for the BIA's new eight-classroom school and quarters and the PHS proposed hospital and quarters. The utilities include a water distillation plant, building and water lines; a sewage collection system and treatment plant; electric generation and distribution system; a natural gas supply distribution system; and utilidors for the utility system.

3. The Bureau seeks $159,000 to use for construction of one 500-square-foot classroom at Eagle on the Yukon River. The building would replace one constructed in 1906 now, 56 years later, in extremely hazardous condition. More than 20 children attend the eighth grade school.

4. Money for advance planning on Fairbanks High School, in the amount of $350,000 has been requested by the Bureau. There are at present no high school facilities in the vast northern part of Alaska. Most Indian, Eskimo and Aleut children have no opportunity to work toward a high school diploma.

I hope to appear before this subcommittee next year to urge the appropriation of funds for the proposed Fairbanks High School. The cost estimate today is $8,700,000 but this is a matter for future congressional action.

5. Hooper Bay is located 200 miles south of Nome. The village is growing rapidly and there is need for additional classroom space for children not now in school. There is need, also, to put an end to existing overcrowded conditions. The Bureau asks $519,000 to construct a seven-classroom school with a kitchen-dining room; utilities space; storage room; and employees' quarters. Nearly 150 students attend this school.

6. Increased school facilities are required in the village of Kiana on the Kobuk River, 100 miles east of Kotzebue in northwestern Alaska. There is need for classroom seats to permit more children to attend school. The expenditure of $387,000 covers the cost of a new four-classroom school, a two-bedroom duplex employees' quarters; and conversion of the present school to a living quarters.

7. The Bureau has requested $230,000 for additional classroom space and other improvements to the Kwethluk School in the Kwethluk community located 18 miles northeast of Bethel. The population increase in the community has been steady for two decades and continuing enrollment increase in the school is anticipated. Nearly 100 pupils use the facilities.

8. The sum of $190,000 would provide a two-classroom school, employees' quarters and a storage-generator building and utilities in the Eskimo village of Newtok where no school building presently exists. Pupils attend classes in a rented church building.

9. The Bureau requests funds of $378,000 for a four-classroom school at Noatak community which is 50 air-miles north of Kotzebue. Existing buildings are termed "unsuitable" and the requested amount would cover cost of a four-classroom school; a duplex quarters; a two-bedroom house for employees; and a storage-generator building and utilities.

10. The sum of $219,000 has bee nrequested to build a new two-classroom school in Nondalton, a community located on Lake Clark about 50 miles west of Cook Inlet. Present facilities include an unsafe log building a rented room. The requested amount covers cost of one employees' quarters and a storage-generator building and utilities.

11. School facilities of the Old Harbor School on Kodiak Island are inadequate and unsafe. The Bureau has requested $194,000 for construction of a two-classroom school and one employee's quarters; and a storage-generator building and utilities. Nearly 60 children comprise grades one through eight.

12. The Bureau proposes to spend $158,000 to build a new one-classroom school at Oscarville, a permanent village located on the Kuskokwim River. Oscarville has no school but it has 25 school-age children. The need is urgent. The funds requested would pay for a one-classroom school and the one employee's quarters and storage and generator building, including utilities.

13. School facilities in the Eskimo village of Scammon Bay on the coast of the Bering Sea are inadequate and overcrowded. Pupils in the far northern school require improved conditions. The Bureau of Indian Affairs has requested $196,000 with which to construct a two-classroom school; convert the existing classroom into an additional employees' quarters; and build a storage and generator building with utilities. Some 40 children will use the new quarters.

14. The Stebbins School, 50 miles southwest of Unalakleet, was built 40 years ago. It has deteriorated. The Bureau has requested $192,000 for a two-classroom school and one employee's quarters; and a storage-generator building with utilities.

15. The BIA has described the two-classroom school in Tanunak, an established village on Nelson Island as in deplorable condition. The lower wood wall and floor have rotted away. The situation is obviously hazardous. The Bureau requests funds of $188,000 to construct a two-classroom school and one employee's quarters; a storage-generator building with utilities. Fifty children attend class in the existing inadequate, unsafe facility.

16. The Tatitlek School population on Prince William Sound is growing. The existing school is too small and the employees' quarters are in poor condition, having been built in 1908—54 years ago. The Bureau proposes to build a new two-classroom school and one employee's quarters; and a storage-generator building with utilities. More than 25 children would use the new school.

17. The Tetlin community school today is one room. Built in 1935 from logs it has been found unsafe because the walls are poorly constructed. The Bureau seeks $160,000 with which to build a one-classroom school with one employee's quarters and a storage-generator building with utilities. The school serves more than 30 children.

The schools which would be improved, built or planned with the requested $4.4 million eventually will serve 1,288 puplis, according to current estimates of the Bureau of Indian Affairs.

Most of these students live in isolated communities whose residents have too few personal contacts with other parts of their State or other States. Part of the responsibility of our Federal Government is to give to each citizen the opportunity to partake of our public education system. Naturally, the isolation of the schools I have described increases the cost of construction.

This initial cost will be repaid many times. The opportunity to attend school is sought by all Alaskans. The lack of connecting roads, the lack of network television and radio programs, and the paucity of news in these areas magnify the need for educational facilities and opportunities. I strongly urge the appropriation of these funds.

We should note for the record that there are in Alaska 800 children of high school age living in areas in which there are no high school facilities. The Bureau desires to initiate a long-overdue high school construction program. It is an essential program. The number of grade school children who have no grade school facilities close by is quite small, according to the Bureau. However, none should be without grade school privileges today.

Mr. Chairman and members of the committee, the reasons for these seemingly numerous items for additional school facilities which we ask for now is because in the matter of education, and other essential needs for the Indians and Eskimos of Alaska, throughout Alaska's history as a territory, there has been discrimination in appropriations and legislation. This applies to other fields as well as to our native population. This statement can be fully documented.

Appearing for the first time before the House Interior Department Appropriation Subcommittee on December 29, 1933, Delegate Anthony J. Diamond, whom I know the chairman will remember, pointed this out. He had been elected in 1932. He was a great delegate. Speaking for the provisions in the Interior bill for 1935 on which he was testifying, he said:

"Now, to make a comparison, I tried to figure out how the Indians of Alaska, who are considered generally in a ward status, are treated as compared with the Indians of the United States, and I find they have not in the past obtained in Federal aid of any kind more than one-third as much. I do not know why this discrimination occurred unless it was because they did not make war on the whites and kill off the settlers" (pp. 706–707, Cong., 2d sess.)

Mr. Chairman, that condition, that difference in treatment to Alaskans' disadvantage, had long existed when Tony Dimond so testified in 1933. It

continued to exist throughout our years as a territory. It was one of the examples of what can properly be described as colonialism. So our task, now that Alaska has become a State, is to try to catch up. It is pathetic to contemplate some of the fine young men in our native communities, with latent talents and abilities, who if only they had had, and were now afforded, educational opportunities to which all Americans should be entitled, could develop these talents and make them available to State and Nation.

The successful functioning of our democracy is based on an educated, enlightened, trained electorate. Indeed, I have stated on more than one occasion my deep conviction that democracy and education are one and inseparable. The territorial authorities and for 3 years the State authorities have, I know, performed most creditably in support of primary and secondary education. A larger portion of the budget in Alaska than in most other political entities has gone to elementary education. But the Indians and Eskimos in their federally conducted schools have through lack of adequate provision lagged behind. Therefore our task now is, belatedly, to enable them to catch up and to give this generation of schoolchildren what their parents and even their older brothers and sisters, lacked. So I urge, I plead, with the committee to let every one of these school items stand.

DEVELOPING ECONOMIC INDEPENDENCE

An education is important, so is the need to make it possible for all Americans to be economically independent and self-sufficient.

Alaskan's natives demand no doles. They do deserve and they will utilize opportunities making possible full utilization of their skills and resources.

I am happy to support the Bureau's request for funds totaling $2,080,345 to be administered through the proposed Division of Economic Development. Alaska's share in this new program would be $426,042.

The Commissioner has explained the scope of the program in his testimony. I am hopeful that the Bureau's intention to help develop Indian resources in a variety of ways, can be accomplished.

I should like to mention in passing that the Radio Corp. of America is well aware of the talents of Alaskan natives. Ten of these young men are attending an RCA school in New York City where they are trained as electronic technicians, to be then employed by RCA to man company posts on the White Alice communications system and on the ballistic missiles early warning system in Alaska. They will be graduated in August. A second group of 10 has begun to receive instruction in the RCA school in Los Angeles.

These young men have shown zeal and ability for their work—their marks have been highly creditable—and RCA officials believe the program can be expanded substantially and that jobs would therefore become available for several hundred young Alaskans whose services are not now being utilized and whose earning capacity due to lack of training is insufficient.

Such a development of human resources can be accomplished through joint efforts of private business and the Federal Government.

On February 21, 1962, I wrote the Secretary of the Interior, outlining the potential savings of the program in the terms of human and financial resources.

This expanded long range human improvement program could begin with July 1, 1962, classes in Los Angeles. An additional amount of $400,000 for fiscal year 1963 would make it possible to train 90 Alaskan natives and pay their transportation to the RCA school in California. Thereafter, yearly appropriations would, of course, be required to keep the program moving. However, this is a sound investment since savings in the long run would more than offset training costs.

I therefore request that this subcommittee consider favorably the appropriation of an additional $400,000 to start the program July 1 of this year.

Today the attrition rate of non-Alaskans working for RCA on its farflung Arctic and sub-Arctic stations in Alaska is quite high. Men far away from home, untrained to cope with the solitude and unaccustomed to the climate in which they work will normally want to leave their employment as soon as possible. Alaskan natives would not have this problem. RCA estimates that the use of Alaskans would reduce monthly personnel attrition from 4 percent to one-fourth of 1 percent. By 1971, the attrition cost would have dropped by half a million dollars yearly if Alaskan natives were used as technicians.

It is noteworthy to point out that substantial savings would accrue to the

Bureau of Indian Affairs and the Bureau of Public Health per year if the Department of the Interior found it no longer necessary to pay the estimated monthly relief benefits of $55 to each Eskimo and Indian.

I am certain that Radio Corp. of America representatives would appreciate the opportunity to appear before this subcommittee to outline in detail what they feel could be done in this area of utilizing human resources. Secretary Udall has been told of its possibilities and I am awaiting his comments.

A similar project to train airplane mechanics in demand by our expanding aviation industry is under discussion.

NATIONAL PARK SERVICE

The National Park Service has budgeted not quite $400,000 toward improvement and management in Mount McKinley National Park. Specifically these funds would be spent as follows:

Management and protection	$156,572
Roads and trails	107,672
Building, utilities, etc. (rehabilitation of hotel water system)	123,698
Total	387,942

This is little more than repair and maintenance. There are still no accommodations within the 1,939,000-acre park from which the glory of 20,350-foot Mount McKinley, loftiest peak in North America, and the reason for the park's existence, can be seen.

The hotel, situated at the park entrance on the Alaska Railroad built 25 years ago, is 60 miles from where satisfactory views of the mountain can be obtained. There will be no accommodations for the influx of tourists who, with the full-time operation of the ferry system from Prince Rupert to Haines, may be expected in the summer of 1963, unless the Park Service makes an effort to get funds for a lodge at the end of the 90-mile highway into the park, which was originally intended to be a complementary unit to the hotel at the entrance.

Roughly, one-third of the funds sought will be for rehabilitating that hotel's water system. The $107,672 item is essentially for improving the highway which has not been too safe. It was not designed as a park road in the first instance but was a trail in existence before the park's establishment in 1917 to the Katishna mining district which lies just north of the central portion of the park's 150-mile northern boundary. The Park Service's only expenditures have been to improve that highway, which skirting the park's northern boundary misses some of the area's most scenic aspects.

For Katmai National Monument, I am glad to note the proposed expenditure of $100,000 as part of a roads and trails program for constructing a 25-mile low-grade road from Brooks River to Windy Creek.

For it is pertinent that although this monument of 2,697,000 acres, the largest unit in the entire Park Service was established 35 years ago, the Federal Government has not built one foot of road or trail within it. As a result the unique natural phenomena which caused the monument to be established are virtually inaccessible to the visiting public. Accommodations to the extent of five camps have been admirably supplied by private enterprise. But though an Alaska air carrier, Northern Consolidated Airlines, transports visitors by plane from Anchorage and furnishes them comfortable lodging, good food, and access to the excellent fishing of the regions, lakes, and streams, they cannot visit the famous Valley of Ten Thousand Smokes, or the other sensational phenomena caused by the great volcanic upheaval of 1912, either by vehicle or afoot, unless they are prepared to hike for days carrying food and sleeping bags on their backpacks. Hitherto and now they can only glimpse these sensational areas from the air. I am hopeful and confident that the National Park Service's request for this $100,000 makes the start of a proper and previously totally lacking minimal development program and trust that it will be only a beginning. There is little point in setting aside these splendid and vast park areas without making their enjoyment possible.

Gradually, I believe, the National Park Service will do what it can to provide park facilities within its parks and monuments in Alaska. But "gradually" is no longer the answer. The needs are more pressing. I have discussed the problem with Director Wirth and have found him interested, sympathetic, and eager to act.

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I am, therefore, requesting the addition of $150,000 in the National Park Service appropriation for fiscal year 1963 which will be used for the construction of visitor facilities in the 2,697,200-acre Glacier Bay National Monument, a superlative scenic area northwest of Juneau. The National Park Service informs me that private capital is unavailable to provide such facilities.

The money I request would pay for construction of a dining room, a store, and overnight accommodations for 10 guest cabins to house 40 persons. These facilities could later be expanded. The fiscal year 1963 budget at present includes a request for $34,200 for the purchase of two new electric generators to replace existing equipment which can't handle the existing load. The new generators, I am informed, would adequately handle the power requirements of the visitor facilities.

Glacier Bay has been a neglected jewel. Its splendor is little known to the outside world. From tidewater Mount Fairweather rises 15,300 feet. Beginning late this coming fall and in full swing by the summer of 1963, 1 of 3 ferries carrying over 100 cars each will be operating daily out of Prince Rupert up the inside passage and stopping at its ports, including Juneau. The visitors will want to stop off there to see Glacier Bay National Monument.

In response to a letter of mine, Assistant Secretary of the Interior John A. Carver, Jr., wrote me on March 5, 1962, as follows:

"The need for overnight accommodations for visitors in the monument is recognized. * * * a reasonable program which will provide these facilities with Federal funds is justified. Please be assured that this Department will support proposals to place such developments in high priority."

I should like at this time to place in the record my letter to the Secretary, dated February 7, 1962; his reply of March 5, 1962, from which I have quoted; and my response of March 6, 1962, to Secretary Carver:

FEBRUARY 7, 1962.

Hon. STEWART L. UDALL,
Secretary of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: Mission 66—a wonderful and far-visioned plan—has scarcely come to Alaska where we have three wonderful units of the Park Service in Mount McKinley National Park, Glacier Bay National Monument, and Katmai National Monument. In only one of these, Katmai, are there accommondations. These were wholly furnished by Northern Consolidated Airlines which transports its people to its five separate camps, two within the boundaries of the monument and three outside.

Glacier Bay National Monument which Assistant Director of the Park Service Scoyen, who recently retired, considered the finest area in the entire Park Service, needs accommodations for the public. At present, the only facilities that exist there are for the Park Service personnel. To all intents and purposes this wonderful area is inaccessible except to a very few wealthy people who might come up there in their yachts. It is my hope that you will recommend for the 1964 budget a proper beginning of the development of this wonderful area. It is particularly desirable that this be done promptly as beginning toward the end of the coming summer a great influx of tourists to Alaska may be anticipated in consequence of the starting of the ferry system which is expected to bring several hundred tourists every day up the inside passage. Many of these would want to visit Glacier Bay but without facilities for overnight stay would be unable to do so.

I have discussed this at length with Superintendent Mitchell and with Director Conrad Wirth and believe that they strongly favor a beginning of proper development of Glacier Bay. This is one situation where accommodations will have to be constructed by the Federal Government and then leased to a concessionaire. The season is so short that it is practically impossible to expect a private concessionaire to build these facilities. The situation is entirely different in Katmai for reasons which I need not detail at this time.

The immediate need is for tourist accommodations. They need not, to begin with, be too extensive. Accommodations for 250 persons would, I think, take care of the situation for a start. An additional need, and second to the former, is for a road from Bartlett Cove, where the first tourist facilities should be established, to Sandy Cove. This would probably be the only road construction needed in this area.

I hope you will look into this matter promptly and recommend inclusion of this project in the 1964 budget.

With best wishes, I am,

Cordially yours,

ERNEST GRUENING,
U.S. Senator.

P.S.—If further evidence were needed that it is the Federal Government that must build these facilities, it is furnished by the experience of the Forest Service in advertising for a concessionaire to build the hotel right by Mendenhall Glacier. This is a magnificent scenic spot accessible by road from Juneau and was publicized widely by an excellent and attractive circular. Yet to date, the Forest Service has not received a single inquiry or nibble.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 5, 1962.

Hon. ERNEST GRUENING,
U.S. Senate, Washington, D.C.

DEAR SENATOR GRUENING: Thank you for your letter of February 7 containing suggestions for the development of visitor use facilities in Glacier Bay National Monument. This will also acknowledge receipt of a copy of your letter to Director Wirth of the National Park Service.

The need for overnight accommodations for visitors in the monument is recognized. As you have been informed in previous correspondence with Director Wirth the National Park Service issued a prospectus on February 11, 1960, inviting qualified applicants to submit proposals to construct, operate, and maintain overnight facilities at Bartlett Cove. Although this invitation has been open for over 2 years no applications have been received. Because of the negative response to the prospectus and the need to provide accommodations for visitors, a reasonable program which will provide these facilities with Federal funds is justifiable. While we cannot state with assurance at this time that these facilities will be programed in the 1964 fiscal year budget of the National Park Service please be assured that this Department will support proposals to place such developments in high priority. However, it may be desirable that the initial development be less than accommodations for 250 persons as proposed in your letter.

Actual experience in conducting visitors on boat tours into Glacier Bay from Bartlett Cove should help to determine the type and extent of further developments in the monument. It may well be that additional overnight facilities will be needed eventually at Sandy Cove as a secondary stopover. Whether access to it should be via a water or a land route can be determined more realistically at a later date.

We appreciate your continued interest in the development of Glacier Bay National Monument.

Sincerely yours,

JOHN A. CARVER, JR.
Assistant Secretary of the Interior.

MARCH 6, 1962.

Hon. JOHN A. CARVER, Jr.,
Assistant Secretary of the Interior,
Department of the Interior, Washington, D.C.

DEAR SECRETARY CARVER: I acknowledge your letter of March 5 replying to mine of February 7 in which I urged the development of visitor use facilities in Glacier Bay National Monument in which I enclosed similar letter making a like request of Director Conrad Wirth of the Park Service—namely, that the 1964 budget contain, at the very least, planning funds for such development, but better actual construction funds. In your reply you say that the need for overnight accommodations for visitors in the monument is recognized and in subsequent sentences you make clear that it has not been possible to get private concessionaires to bid and therefore the obligation falls upon the Federal Government to plan and construct these facilities.

What I find disappointing in your letter is your sentence "While we cannot state with assurance at this time that these facilities will be programed in the 1964 fiscal year budget of the National Park Service please be assured that this Department will support proposals to place such developments in high priority."

Unless we want to be justly charged with not matching our fine words with corresponding action, anything less than a firm determination to place this relatively important, but modest, item in the 1964 budget runs completely contrary to the ringing message issued only last week by President Kennedy on conservation in which the first section is devoted to outdoor recreation resources. Here is a clarion call for action and yet from the Assistant Secretary of the Department primarily concerned with this we have a doubt as to whether action will follow.

Please note in this connection that the year 1963, which is probably the earliest date these facilities could be completed, if included in the 1964 budget, will witness a tremendous influx of tourists to Alaska. The reason for that is beginning late this fall (1962), but in full swing by the summer of 1963, three ferries carrying over 100 cars each and operating daily out of Prince Rupert up the Inside Passage will bring a flood of tourists who will want to stop in Glacier Bay National Monument. The need is therefore urgent and in consequence I would like to urge very strongly that the position of the Department be that facilities in Glacier Bay be given not merely "high priority" but that they definitely be included in the 1964 budget presentation which will shortly be underway. Indeed, it would be extremely helpful and I urge that these planning funds be included in a supplemental appropriation in this session of the Congress.

While obviously there are many demands all over the country, in no place has there been such a total neglect of recreational facilities by the Federal Government as in our Alaska parks and monuments.

In Mount McKinley all we are doing is to improve a long existing road—nothing in the way of accommodations. In Katmai for the first time the Federal Government is planning to spend a few dollars building trails and a road to permit visitors to visit the Valley of Ten Thousand Smokes, for which, and other volcanic phenomena, the monument was created decades ago. Finally to return to Glacier Bay, accommodations have been provided for the Park Service personnel but nothing for the public.

Please let's make this a must including an effort to get planning funds in a supplemental bill in this session.

Cordially yours,

ERNEST GRUENING,
U.S. Senator.

The fact is that Mission 66—a great, needed, and in every way a highly desirable program, which aims to prepare our national parks wonderland for the increased population that will seek inspiration and recreation there by the middle of this decade, has not come to Alaska, certainly not in appreciable degree. I dislike to point out, but I must, that this is just another example of how Alaska during its territorial days was bypassed in this field as in nearly all other aspects of Federal responsibility. We are trying, Mr. Chairman, to keep some of our American tourists dollars at home. But our superb Alaska parks and monuments will be unattainable unless they begin to receive equal or equivalent treatment with our parks and monuments in the other 49 States.

President Kennedy has issued an inspiring call to develop our natural resources and expand our outdoor recreational facilities. I cannot, therefore, too strongly urge the inclusion of these modest amounts for overnight visitor accommodations in Glacier Bay National Monument, so that some accommodations may be ready by the summer of 1963.

FISHERIES

Alaska's coastline is longer than the combined Atlantic, Pacific, and gulf coastlines of the 48 older States. It is the only American State's coastline fronting on two oceans—the Pacific and the Arctic, with the Bering Sea coastline for good measure in between. The abundance of these waters and of Alaska's rivers and lakes produces a substantial share of the livelihood of the State's residents—as well as of many out-of-Staters—and contributes substantially to the national income. Alaska has had—although now seriously depleted and further threatened by foreign encroachment—the Nation's greatest fishery resource, above all the Pacific salmon, and also halibut, king crab, and other species.

The work of the Bureau of Commercial Fisheries, the Federal agency concerned with this resource, is therefore important to the State.

I do not at this time intend to cite each budget item but do wish to mention some of particular interest.

For research on fish protein concentrate $120,000 is requested. Because of the increasing interest in the great value and relatively low cost of the concentrate as a weapon for democracy against hunger and communism, I would like to see this sum substantially increased. I am informed that inadequate research moneys have curtailed exploration into diversified uses for fish protein concentrate. In a time in history when much of the world's population suffers from a lack of protein in its diet, this country should be moving ahead in the vital area of research. This work is in the Nation's interest and merits support. We have to date failed to use properly the available harvest of the sea. In the words of our President—"Let us begin."

It seems appropriate to note at this point in the record that the research funds request to the Bureau of the Budget was $10 million and that this figure was reduced to the present $7,555,000.

The vast potential of the North Pacific fishery resources is barely tapped. Included in the Bureau's request is a new fishery research vessel for use in the North Pacific and Bering Sea. The Bureau of Commercial Fisheries has requested $150,000 to fund the design of the proposed $3 million vessel. The United States now has no adequate vessel for this purpose. It is hoped construction of the floating laboratory may start in fiscal year 1963. It should.

Already we know that other nations, particularly Japan and Russia, are expanding their fishing operations in the North Pacific and moving ever closer to our shores. It is more than a serious threat. It is a shocking reality. We are in no position to compete for markets or to make responsible treaties if we are handicapped through lack of knowledge which will become available if we seek it. Indeed it is depressing to note that in 1961, the United States, for decades among the top three nations in the total catch of fish, has now for the first time dropped to fifth place behind Russia, Red China, Japan, and Peru.

FISHERIES STUDIES FUND AT AUKE BAY BIOLOGICAL LABORATORY

While I am discussing budget items concerning the Bureau of Commercial Fisheries of the Fish and Wildlife Service, I want to report, Mr. Chairman, that I recently visited the Auke Bay Biological Laboratory which is located not far from Juneau. I found the staff of the laboratory knowledgeable and hard at work.

It needs additional laboratory space and warehouse facilities and it is my understanding that these items will be requested in the 1964 budget.

More pressing at this time is the immediate need for additional funds to complete the fisheries and wildlife studies on the Yukon River in connection with the great Rampart Dam project. This—which has the greatest potential of any one hydro project under the American flag will generate 2½ times the power of Grand Coulee, and have useful concomitants in flood control and river navigation. Though larger than any other American project, it is no greater than several dams nearing completion and under construction in Soviet Siberia. It would begin in a substantial way the development of Alaska's tremendous but almost totally unused hydroelectric potential, less than one-fourth of 1 percent of Alaska's great river and lake resources have been utilized. Indeed, the only Federal hydro project in Alaska is the Eklutna power project, of only 30,000 kilowatts which supplies power to Anchorage and two adjacent REA cooperatives all of which will shortly need more power. Just as in the other fields, Alaska as a territory was neglected by the distant Federal authorities while in the lower 48 States, Boulder Dam, Grand Coulee, Bonneville, Hungry Horse, and scores of other hydro projects have long since been completed—essential concomitants of a modern society.

But whenever a big dam is to be built, studies to record the impact on the fish and wildlife resources of the region are both essential and mandatory, and additional funds will be needed to complete these.

Particularly pertinent is the increased appropriation $1,075,000, of which $252,732 will come from Kennedy-Saltonstall funds, thus making a net increase of $822,268 for—so the item reads—Research on fish migration over dams: To provide for expansion of effort with regard to emergency problems involving fish passage at high dams.

It is my hope that whatever portion of this item may be needed will be applied to the Yukon River fishery.

In his testimony before the House subcommittee Donald L. McKernan, the able Director of the Bureau of Commercial Fisheries of the Fish and Wildlife Service pointed out that:

1. Scientists have made solid progress in the fields of electrical guiding and the development of more efficient and economical fishways. This may be the answer to guiding the salmon fingerlings downstream to avoid injury or destruction in the dam's turbines.

2. Studies have also shown that a reduction in the flow of "transport" water, a flow released to attract fish into a fishway. The 2-feet-per-second velocity, formerly regarded as minimal, has successfully been reduced to 0.7 foot per second, without loss in attraction sufficiency.

3. Finally as Mr. McKernan points out—the problem of passing fish over high dams has not been solved, and I quote his words: "We need a tremendous surge of efforts to find ways of getting large populations of fish over these high structures," and he adds the gratifying item that his agency has "launched a vigorous program in the area aimed at finding significant answers by the end of 1964."

Mr. Chairman, when we have succeeded in launching a man in space and orbiting him safely three times around the earth, I am confident that our scientists can also find the way of getting salmon over a 500-foot dam on the Yukon and on other American rivers. But funds should be made amply and promptly available to achieve this breakthrough.

Mr. Chairman, there has also been concern as to where ducks will nest when Rampart Dam is completed and a lake somewhat larger than Lake Erie will be created behind the dam. I am confident that as the Rampart Reservoir expands and slowly fills over an 18-year period that the ducks will find ample places in which to nest. In any event there is now a move afoot in various States to reclaim swampy areas which can be used for nesting ducks. If necessary that can be done in Alaska.

Before proceeding to requests of other departments I did want to endorse the requested increase of the Bureau of Commercial Fisheries for $1,157,000 for North Pacific high seas and inshore research.

The sum of $510,000 will be used for biological research on salmon and related species in Alaska and the Pacific Northwest. I have mentioned to members of the subcommittee the need for wider research, including investigations to determine growth and mortality rates of fish families, their movements, and the effects of fishing.

A second amount of $197,000 would be used for biological investigations in areas off Alaska and the Pacific Northwest that are or may be fished by foreign trawl fleets. We do not at this time know what stocks of fish live in these coastal areas.

The remainder of this request for $1.157 million, the sum of $450,000, would be used for research on salmon and related species on the high seas of the North Pacific Ocean and Bering Sea.

We are only now beginning to comprehend the value of our sea wealth. We need substantial additional research to fill in what has been far too sketchy a knowledge of our seas' resources.

Finally, let it be noted that we have expended $13,787,064 on creating, or developing, or rehabilitating the fisheries of 21 foreign nations, some of whose fishery activities are actually competing with ours.

These countries are: Republic of China, Indonesia, Philippines, Thailand, Vietnam, Ethiopia, India, Liberia, Pakistan, Turkey, Spain, Peru, Korea, Laos, Iceland, Yugoslavia, El Salvador, Tunisia, Somali, Cambodia, and British Guiana.

I for one cannot subscribe to the idea that we should do less for our fishery resources. In this connection I would like to insert at the end of comments on our Nation's fishery needs and requests, a summary of our generosity in this field to other countries:

Agriculture and natural resources

FISCAL YEAR 1955 AMOUNT

Fisheries:	
Far East:	
China: Ocean fisheries improvement	$204,000
Indonesia:	
Expansion and modernization of marine fisheries	224,700
Expansion of inland fisheries	51,000
Philippines: Fisheries development	82,000
Thailand: Fisheries	59,000
Vietnam:	
Development of inland fisheries	3,000
Development of marine fisheries	95,000
Near East, Africa and south Asia:	
Ethiopia: Fisheries survey	10,200
India: Project for modernization and expansion of marine and inland fisheries and exploratory fishing program	278,100
Liberia: Marine and fresh water fisheries	22,000
Pakistan: Karachi fish harbor	364,000
Turkey: Purse seine fishing specialists	6,500
Peru: SCIPA project fisheries	32,061
Total	1,431,561

FISCAL YEAR 1956 AMOUNT

Fisheries:	
Far East:	
China (Taiwan):	
Fishing fleet rehabilitation	5,000
Fish propagation (RETSER)	8,000
Indonesian Republic: Expansion and modernization of marine and inland fisheries	150,498
Korea: Fishing boat construction	1,000,000
Laos: Inland fish culture	13,450
Thailand: Fisheries	71,000
Vietnam:	
Development of inland fisheries	13,500
Development of marine fisheries	46,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	437,520
Pakistan:	
Fisheries development: West Pakistan	371,375
Fisheries development: East Pakistan	129,295
Turkey: Purse seine fishing specialists	10,000
Africa:	
Ethiopia: Fisheries survey	7,000
Liberia: Marine and fresh water fisheries	25,280
Europe:	
Iceland: Canning industry team for the fish industry—3d country training	4,600
Yugoslavia: Fisheries	14,020
Latin America:	
El Salvador: Fisheries	15,055
Peru: Fisheries development program (SCIPA project fisheries)	33,910

Agriculture and natural resources—Continued

FISCAL YEAR 1957 AMOUNT

Fisheries:	
Far East:	
China:	
Fishing fleet rehabilitation program	$17,000
Fisheries	13,000
Tuna long liners	530,000
Indonesia: Expansion and modernization of marine and inland fisheries	149,000
Korea: Fisheries develompent	2,314,000
Thailand: Fisheries	17,000
Vietnam:	
Development of inland fisheries	7,000
Development of marine fisheries	160,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	93,000
Pakistan:	
West Pakistan fisheries development	45,000
Fisheries development—East Pakistan	46,000
Turkey: Purse seine fishing specialists	2,000
Africa:	
Ethiopia: Fisheries development project	26,000
Liberia: Fresh water fisheries	18,000
Tunisia: Aid to commercial fisheries	48,000
Oversea territories: Somalia: Fisheries development	2,000
Europe:	
Iceland:	
Canning industry team for the fish industry 3d country	5,000
Fish byproduct utilization	2,000
Herring processing study 3d country	1,000
Latin America:	
El Salvador: Fisheries	8,000
Peru: Renewable resources development	56,000

FISCAL YEAR 1958 AMOUNT

Fisheries:	
Far East:	
Cambodia: Fisheries conservation	35,000
China (Taiwan): Fisheries development	11,000
Indonesian Republic: Expansion and modernization of marine and inland fisheries	68,000
Korea: Fisheries development	160,000
Vietnam: General fisheries development	192,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	134,000
Pakistan:	
Fisheries development—West Pakistan	116,000
Fisheries development—East Pakistan	56,000
Africa:	
Liberia: Fresh water fisheries	19,000
Tunisia: Aid to commercial fisheries	16,000
Oversea territories: Somalia: Fisheries	121,000
Europe: Yugoslavia: Fisheries	8,000
Latin America: Peru: Renewable resources development (forestry and fisheries)	30,000
Asian Economic Development Fund: Marine research in South China Sea and the Gulf of Thailand	560,000

Agriculture and natural resources—Continued

FISCAL YEAR 1959 AMOUNT

Fisheries:	
Far East:	
Cambodia: Fisheries conservation	$41,000
China (Taiwan): Fisheries development (JCRR)	13,000
Indonesia: Expansion and modernization of marine and inland fisheries	84,000
Korea: Fisheries development	475,000
Vietnam: Fisheries development	898,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	106,000
Pakistan:	
Fisheries development—West Pakistan	91,000
Fisheries development—East Pakistan	32,000
Africa:	
Liberia: Fresh-water fisheries	15,000
Tunisia: Aid to commercial fisheries	20,000
Oversea territories: Somalia: Fisheries	18,000
Europe: Iceland: Fish control survey	2,000
Latin America: Oversea territories:	
British Guiana: Snapper fishing equipment demonstration project	6,000
Asian Economic Development Fund: Marine research development in South China Sea and Gulf of Thailand	400,000

FISCAL YEAR 1960 AMOUNT

Fisheries:	
Far East:	
Cambodia: Fisheries conservation	31,000
China, Republic of: Fisheries development	26,000
Indonesia: Expansion and modernization of marine and inland fisheries	77,000
Korea: Fisheries development (typhoon rehabilitation)	1,451,000
Vietnam: Fisheries development	409,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	40,000
Pakistan:	
Fisheries development	44,000
Reobligation—Fisheries development	30,000
Africa:	
Liberia: Fresh water fisheries	38,000
Somali Republic: Fisheries improvement	61,000
Tunisia: Aid to commercial fisheries	18,000
Europe: Spain: Inland fishing	2,000
Latin America: British Guiana: Fisheries	4,000

FISCAL YEAR 1961 AMOUNT

Fisheries:	
Far East:	
Cambodia: Fisheries conservation	24,000
Republic of China: Fisheries development	21,000
Indonesia: Expansion and modernization of marine and inland fisheries	70,000
Korea: Fisheries development (typhoon rehabilitation)	131,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries	40,000
Pakistan: Fisheries development	15,000
Africa:	
Liberia: Fresh water fisheries	30,000
Somali Republic: Fisheries improvement	30,000
Tunisia: Aid to commercial fisheries	27,000
Latin America: Oversea territories: shrimp and fisheries	19,000
Europe: Yugoslavia: Fisheries	76,000

PUBLIC HEALTH SERVICE

After three quarters of a century of flagrant neglect of the health of Alaska's Indians and Eskimos, the responsibility for their medical care was transferred from the Bureau of Indian Affairs to the Public Health Service. Concomitantly the territory of Alaska made substantial appropriations to combat tuberculosis, whose incidence in Alaska among its natives was nine times that of people in the 48 older States. A tremendous improvement in the war against "the white plague" has been registered in Alaska but there is less progress in the fight against other diseases.

The long heritage of Federal neglect in Alaska is graphically revealed by the life expectancy of Alaska's Indians and Eskimos. It is 30 years, as contrasted with 41 years for the Indian in the 48 States and 62 years for the national average of all people.

The work of the Public Health Service in Alaska has in part been handicapped through lack of facilities.

The budget for the Service this year includes two items of particular importance and benefit to Alaska.

1. Funds have been requested with which to purchase $550,000 in supplies and equipment for Alaska in advance of demand. This is extremely wise.

Such purchases might then be brought in before the winter season. It would be more convenient and it would insure the Service's having such supplies on hand when they were needed.

2. The Public Health Service requests $2,097,000 to construct a new 12-bed field hospital at Barrow, Alaska. I might add that the existing inadequate structure has been termed "nonacceptable" for the last 10 years.

The Public Health Service has, I am certain, told you of the existing facilities which seem incredible in this modern day and age. Barrow is one of the largest native villages in the State. Its 1,600 inhabitants live about 8 miles southwest of Point Barrow, the northernmost point in the United States.

The new field hospital would serve as a maternity, medical, and holding-bed field hospital. Patients requiring surgery and specialized treatment would be flown to hospitals in Fairbanks and Anchorage.

I consider this expensive care and I am hopeful that as our scientific knowledge improves we will find it more feasible to expand the new hospital and eliminate the air transportation to cities further south. However, today there are no roads which connect Barrow to any other city. This, incidentally, is the plight of the majority of Alaska's communities. It is painful heritage of a total 40-year exclusion of Alaska—from 1916 to 1956—from the benefits of Federal-aid highway legislation.

FOREST SERVICE

Alaska has more acreage set aside in national forests than any other State in the Union—20,742,224 acres. And yet, less funds by far are expended per acre on the protection and utilization of the national forests in Alaska than in any other State. This is of grave concern to me. Although I support the increase in funds requested for the Forest Service, I hope that it will carefully reexamine the formula under which these funds are allocated for use in the various States to make certain that sufficient funds are devoted to the multiple-use development of the national forests in Alaska. I ask that tables showing the distribution of the funds appropriated to the Forest Service be printed at the conclusion of my remarks.

I am concerned also with the lack of forest highways and forest development roads in the national forests in Alaska. In the over 20 million acres of national forests in Alaska there are only 221 miles of forest highway.

This underdevelopment of the great national forests in Alaska has not come through happenchance. It has come about, I regret to say, because through the years as a Territory, the amount of funds which would have been spent on the development, protection, and utilization of these forest acres had Alaska been a State were taken from Alaska and used to develop and manage the national forests in other States.

One example will suffice.

In 1938, the appropriation of $9,333,333 of forest highway funds, apportioned to Alaska on the same basis as to the States, would have given Alaska $867,726. Instead, over the vigorous protests of Alaska's voteless Delegate, Anthony J. Dimond, Alaska was arbitrarily limited by the Congress to the flat sum of $350,000. This was not an economy measure. The money thus taken from Alaska did not revert to the U.S. Treasury. The $517,726 of which Alaska was deprived was distributed among the States. Thus has it been through the years.

It is no wonder therefore that the great forest resources of the national forests in Alaska remain relatively undeveloped and inaccessible.

It is my intention to support and work for the early enactment of increases in the appropriations authorized to carry out the President's program for the development of our national forests. There is need to increase the authorized annual appropriations far beyond the amount indicated in the budget. The President's program calls for the expenditure of a total sum of $1,263,484,000 to be spent in the 10 years during fiscal years 1963 through 1972. There is great need for the authorization of $40 million for fiscal year 1963 to be increased drastically—far beyond the $10 million increase which it is anticipated will be recommended.

I request that two letters addressed to me by the Forest Service relating to highways and development of roads in Alaska be printed at the conclusion of my remarks.

I appreciate this opportunity to testify before the subcommittee on behalf of my State, Mr. Chairman. If there should be any information required which I can provide I will be most happy to make it available to you.

Detailed statements of obligations by geographic location for Forest Service

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Alabama:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$598,322	$896,900	$1,007,600
Fighting forest fires	28,742	(1)	(1)
Insect and disease control	25,241	35,500	39,000
Forest research	315,659	443,500	443,500
State and private forestry cooperation	378,541	465,200	465,200
Subtotal, forest protection and utilization	1,346,505	1,841,100	1,955,300
Forest roads and trails (includes transfer from "Roads and trails for States")	239,649	234,800	229,000
Restoration of forest lands and improvements		2,000	2,000
Payments to States, national forests fund	330,276	181,610	210,300
Watershed protection	19,170	29,400	29,400
Agricultural conservation program	13,293	13,800	13,800
Conservation reserve program	25,926	1,000	
Trust funds	326,358	280,700	280,700
Total, Alabama (631,772 acres)	2,301,177	2,584,410	2,720,500
Alaska:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	2,054,643	2,483,400	2,750,100
Fighting forest fires	5,790	(1)	(1)
Insect and disease control	45,915	47,000	80,000
Forest research	294,369	741,400	421,400
State and private forestry cooperation	41,713	69,400	69,400
Subtotal, forest protection and utilization	2,442,430	3,341,200	3,320,900
Forest roads and trails (includes transfer from "Roads and trails for States")	1,018,256	1,385,500	1,200,000
Expenses, brush disposal	2,195	7,300	7,800
Payments to States, national forests fund	198,131	212,431	246,000
Trust funds	79,040	82,100	82,100
Total, Alaska (20,742,224 acres)	3,740,052	5,028,531	4,856,800
Arizona:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	3,897,861	5,133,400	5,611,300
Fighting forest fires	2,660,690	(1)	(1)
Insect and disease control	38,249	49,400	237,000

Forest research	518,324	763,600	673,600
Subtotal, forest protection and utilization	7,115,124	5,946,400	6,521,900
Forest roads and trails (includes transfer from "Roads and trails for States")	1,145,478	1,247,400	1,365,500
Expenses, brush disposal	316,436	363,300	386,000
Restoration of forest lands and improvements	----------	10,000	10,000
Payments to school funds, Arizona and New Mexico	138,922	98,850	114,300
Payments to States, national forests fund	561,434	402,250	465,800
Watershed protection	44,432	37,200	37,200
Trust funds	541,168	472,200	472,200
Total, Arizona (11,381,561 acres)	9,862,994	8,577,600	9,372,900
Arkansas:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,442,462	1,984,000	2,224,400
Fighting forest fires	56,019	(1)	(1)
Insect and disease control	14,268	1,600	50,000
Acquisition of lands (Weeks Act)	24,313	48,000	60,000
Forest research	295,974	358,500	318,500
State and private forestry cooperation	323,802	430,700	430,700
Subtotal, forest protection and utilization	2,156,838	2,822,800	3,083,600
Forest roads and trails (includes transfer from "Roads and trails for States")	496,624	581,800	570,100
Expenses, brush disposal	14,837	26,400	28,000
Restoration of forest lands and improvements	----------	3,000	3,000
Payments to counties, national grasslands	2,421	----------	----------
Payments to States, national forests fund	924,415	870,485	1,007,900
Watershed protection	1,292	14,500	14,500
Conservation reserve program	12,765	500	----------
Trust funds	834,795	872,300	872,300
Total, Arkansas (2,405,030 acres)	4,443,987	5,191,785	5,579,400
California:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	16,092,473	20,820,100	23,103,800
Fighting forest fires	15,526,627	(1)	(1)
Insect and disease control	1,176,184	1,201,600	1,165,000
Forest research	1,792,830	2,708,300	1,858,300
State and private forestry cooperation	1,241,143	1,312,600	1,312,600
Subtotal, forest protection and utilization	35,829,257	26,042,600	27,439,700
Forest roads and trails (includes transfer from "Roads and trails for States")	7,122,150	7,772,800	8,198,600

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
California—Continued			
Assistance to States for tree planting		$1,000	$1,000
Expenses, brush disposal:			
Brush disposal	$450,180	685,000	727,800
Brush disposal, fighting forest fires	2,838,024		
Subtotal, expenses, brush disposal	3,288,204	685,000	727,800
Restoration of forest lands and improvements	2,310	10,000	10,000
Payments to counties, national grasslands	548	500	500
Payments to States, national forests fund	5,800,895	2,693,001	3,118,300
Watershed protection	49,639	69,000	69,000
Flood prevention	1,264,792	1,438,900	1,369,600
Trust funds	4,854,292	5,060,900	5,310,900
Total, California (19,963,359 acres)	58,212,087	43,773,701	46,245,400
Colorado:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	4,251,851	5,955,500	6,261,300
Fighting forest fires	284,667	(1)	(1)
Insect and disease control	190,055	397,700	665,000
Forest research	345,022	410,900	420,900
State and private forestry cooperation	65,133	86,700	86,700
Subtotal, forest protection and utilization	5,236,728	6,850,800	7,433,900
Forest roads and trails (includes transfer from "Roads and trails for States")	1,987,983	2,157,300	2,236,600
Assistance to States for tree planting		300	300
Expenses, brush disposal	85,554	143,600	152,600
Restoration of forest lands and improvements	30		
Payments to counties, national grasslands	30,323	42,600	42,600
Payments to States, national forests fund	391,965	277,913	321,800
Watershed protection	13,144	17,300	17,300
Conservation reserve program		700	
Trust funds	429,892	666,000	666,000
Total, Colorado (14,350,487 acres)	8,175,619	10,156,513	10,871,100
Connecticut:			
Forest protection and utilization:			
Forest land management: Insect and disease control	5,883	5,400	10,400
Forest research	23,500	33,000	33,000
State and private forestry cooperation	70,717	93,200	93,200
Subtotal, forest protection and utilization	100,100	131,600	136,600
Assistance to States for tree planting		1,700	1,700
Watershed protection		7,500	7,500
Trust funds		600	600
Total, Connecticut (acres, none)	100,100	141,400	146,400

Delaware:			
Forest protection and utilization:			
Forest land management: Insect and disease control	700	700	2,000
Forest research	15,350	15,600	15,600
State and private forestry cooperation	19,951	27,400	27,400
Subtotal, forest protection and utilization	36,001	43,700	45,000
Watershed protection	----------	4,000	4,000
Total, Delaware (acres, none)	36,001	47,700	49,000
District of Columbia:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	3,034,180	3,299,700	3,425,000
Insect and disease control	244,395	220,700	290,000
Forest research	1,437,637	1,628,200	1,628,200
State and private forestry cooperation	483,514	483,800	483,800
Subtotal, forest protection and utilization	5,199,726	5,632,400	5,827,000
Forest roads and trails (includes transfer from "Roads and trails for States")	737,864	878,000	1,197,000
Assistance to States for tree planting	----------	25,600	25,600
Expenses, brush disposal	73,586	88,000	93,500
Forest fire prevention	19,723	27,160	20,000
Watershed protection	64,571	73,400	73,400
Flood Prevention	68,902	74,600	74,600
Agricultural conservation program	6,313	1,600	1,600
Great Plains conservation program	196	200	200
Conservation reserve program	13,888	3,100	----------
Trust funds	160,354	165,000	165,000
Total, District of Columbia	6,345,123	6,969,060	7,477,900
orida:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	781,871	934,400	1,072,200
Fighting forest fires	55,020	(1)	(1)
Insect and disease control	11,886	3,200	57,000
Forest research	357,415	381,500	426,500
State and private forestry cooperation	636,926	743,900	743,900
Subtotal, forest protection and utilization	1,843,118	2,063,000	2,299,600
Forest roads and trails (includes transfer from "Roads and trails for States")	299,404	266,100	266,100
Assistance to States for tree planting	----------	85,700	85,700
Payments to counties, national grasslands	1,470	1,500	1,500
Payments to States, national forests fund	269,972	215,016	249,000
Watershed protection	500	4,000	4,000
Agricultural conservation program	13,293	13,800	13,800
Conservation reserve program	16,179	1,000	----------
Trust funds	395,963	362,100	362,100
Total, Florida (1,074,758 acres)	2,839,899	3,012,216	3,281,800

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Georgia:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$642,417	$955,500	$1,076,700
Fighting forest fires	20,337	(1)	(1)
Insect and disease control	42,372	105,800	102,000
Forest research	499,128	1,248,800	841,800
State and private forestry	582,501	716,800	716,800
Subtotal, forest protection and utilization	1,786,755	3,026,900	2,737,300
Forest roads and trails (includes transfer from "Roads and trails for States")	261,904	389,700	251,900
Assistance to States for tree planting		11,700	11,700
Expenses, brush disposal	16		
Restoration of forest lands and improvements		2,000	2,000
Payments to States, national forests fund	163,702	197,619	228,800
Watershed protection	69,596	80,500	80,500
Flood prevention	28,500	45,300	44,200
Agricultural conservation program	93,175	96,300	96,300
Conservation reserve program	165,577	9,400	
Trust funds	243,226	240,200	240,200
Total, Georgia (786,438 acres)	2,812,451	4,099,619	3,692,900
Hawaii:			
Forest protection and utilization:			
Forest research	23,598	16,400	38,400
State and private forestry	25,210	34,600	34,600
Subtotal, forest protection and utilization	48,808	51,000	73,000
Assistance to States for tree planting		20,000	20,000
Trust funds	24,762	54,400	54,400
Total, Hawaii (acres, none)	73,570	125,400	147,400
Ida ho:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	7,526,013	10,106,800	10,256,000
Fighting forest fires	3,897,510	(1)	(1)
Insect and disease control	1,489,624	1,806,400	3,174,000
Forest research	415,658	907,800	622,800
State and private forestry cooperation	195,732	255,600	255,600
Subtotal, forest protection and utilization	13,524,537	13,076,600	14,308,400
Forest roads and trails (includes transfer from "Roads and trails for States")	4,129,864	5,196,800	5,205,000
Assistance to States for tree planting		10,200	10,200
Expenses, brush disposal	1,339,652	1,658,400	1,762,000
Restoration of forest lands and improvements	2,309	3,200	3,200
Payments to counties, national grasslands	2,173	2,200	2,200
Payments to States, national forests fund	1,907,148	1,121,453	1,298,500

Watershed protection	5,077	7,500	7,500
Conservation reserve program	6,878	900	
Trust funds	1,575,289	1,907,000	1,907,000
Total, Idaho (20,349,401 acres)	22,492,927	22,984,253	24,504,000
Illinois:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	262,735	300,900	337,000
Fighting forest fires	30,951	(1)	(1)
Insect and disease control			5,400
Acquisition of lands (Weeks Act)		2,000	
Forest research	363,146	464,700	464,700
State and private forestry cooperation	104,102	139,700	139,700
Subtotal, forest protection and utilization	760,934	907,300	946,800
Forest roads and trails (includes transfer from "Roads and trails for States")	69,737	96,400	125,000
Restoration of forest lands and improvements		500	500
Payments to States, national forests fund	18,529	5,077	5,900
Watershed protection		7,100	7,100
Conservation reserve program	11,600	1,600	
Trust funds	33,044	27,300	27,300
Total, Illinois (211,013 acres)	893,844	1,045,277	1,112,600
Indiana:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	152,873	188,900	215,800
Fighting forest fires	6,760	(1)	(1)
Insect and disease control	65		4,000
Acquisition of lands (Weeks Act)	9,906	13,500	75,000
Forest research	58,452	55,000	55,000
State and private forestry cooperation	70,343	118,400	118,400
Subtotal, forest protection and utilization	298,399	375,800	468,200
Forest roads and trails (includes transfer from "Roads and trails for States")	11,877	34,000	50,000
Restoration of forest lands and improvements		500	500
Payments to States, national forests fund	3,790	10,633	12,300
Watershed protection	40,256	25,700	25,700
Trust funds	23,288	10,300	10,300
Total, Indiana (131,930 acres)	377,610	456,933	567,000
Iowa:			
Forest protection and utilization:			
Forest land management: Insect and disease control	53		6,400
Forest research	74,122	80,500	80,500
State and private forestry cooperation	49,531	67,300	67,300
Subtotal, forest protection and utilization	123,706	147,800	154,200
Payments to counties, national grasslands	138	100	100
Payments to States, national forests fund	214	166	200
Watershed protection	587	800	800
Conservation reserve program	2,022	1,600	
Total, Iowa (5,296 acres)	126,667	150,466	155,300

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Kansas:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$32,320	$51,600	$57,800
Insect and disease control			5,000
Forest research	3,685	9,800	9,800
State and private forestry cooperation	14,270	31,000	31,000
Subtotal, forest protection and utilization	50,275	92,400	103,600
Payments to counties, national grasslands	10,504	10,500	10,500
Watershed protection	12,605	16,300	16,300
Great Plains conservation program	5,228	5,450	5,450
Total, Kansas (107,114 acres)	78,612	124,650	135,850
Kentucky:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	564,753	900,400	1,007,500
Fighting forest fires	32,054	(1)	(1)
Insect and disease control	39,207	30,500	28,000
Acquisition of lands (Weeks Act)	1,963	100	50,000
Forest research	100,877	152,100	172,100
State and private forestry cooperation	210,113	276,900	276,900
Subtotal, forest protection and utilization	948,967	1,360,000	1,534,500
Forest roads and trails (includes transfer from "Roads and trails for States")	211,733	245,100	227,000
Assistance to States for tree planting		9,200	9,200
Payments to States, national forests fund	76,885	68,770	79,600
Watershed protection	38,752	25,400	25,400
Conservation reserve program	3,972		
Trust funds	75,809	78,500	78,500
Total, Kentucky (459,084 acres)	1,356,118	1,786,970	1,954,200
Louisiana:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	765,128	1,178,300	1,370,500
Fighting forest fires	8,659	(1)	(1)
Insect and disease control	72,328	124,100	73,000
Forest research	265,506	369,100	439,100
State and private forestry cooperation	383,366	524,600	524,600
Subtotal, forest protection and utilization	1,494,987	2,196,100	2,407,200
Forest roads and trails (includes transfer from "Roads and trails for States")	223,755	211,400	211,400
Payments to States, national forests fund	277,855	370,834	429,400
Conservation reserve program	5,295	500	
Trust funds	345,994	303,900	303,900
Total, Louisiana (591,566 acres)	2,347,886	3,082,734	3,351,900

Maine:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	41,126	84,500	95,400
Fighting forest fires	175	(1)	(1)
Insect and disease control	71,984	92,300	86,000
Forest research	169,500	214,900	214,900
State and private forestry cooperation	299,192	420,200	420,200
Subtotal, forest protection and utilization	581,977	811,900	816,500
Forest roads and trails (includes transfer from "Roads and trails for States")	19,017	20,300	25,000
Assistance to States for tree planting		11,500	11,500
Payments to States, national forests fund	4,733	3,116	3,600
Watershed protection		4,500	4,500
Conservation reserve program		21,500	25,000
Trust funds	2,758	700	700
Total, Maine (50,021 acres)	608,485	873,516	886,800
Maryland:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	64,655	73,700	73,700
Insect and disease control	28,971	28,500	11,100
Forest research	415,294	450,900	450,900
State and private forestry cooperation	163,985	222,100	222,100
Subtotal, forest protection and utilization	672,905	775,200	757,800
Assistance to States for tree planting		5,800	5,800
Payments to counties, national grasslands	3,106	3,100	3,100
Watershed protection	6,326	4,500	4,500
Flood prevention	8,326	8,200	8,200
Conservation reserve program	1,640		
Trust funds	2,152	2,300	2,300
Total, Maryland (acres, none)	694,455	799,100	781,700
Massachusetts:			
Forest protection and utilization:			
Forest land management: Insect and disease control	21,482	19,200	54,500
Forest research	45,500	60,800	60,800
State and private forestry cooperation	133,903	173,100	173,100
Subtotal, forest protection and utilization	200,885	253,100	288,400
Assistance to States for tree planting		5,800	5,800
Watershed protection	3,101	9,300	9,300
Trust funds		400	400
Total, Massachusetts (1,651 acres)	203,986	268,600	303,900

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Michigan:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$1,549,874	$2,385,400	$2,752,800
Fighting forest fires	101,647	(1)	(1)
Insect and disease control	130,506	173,000	114,200
Acquisition of lands (Weeks Act)	6,315	52,700	40,000
Forest research	345,501	461,100	481,100
State and private forestry cooperation	504,441	623,700	623,700
Subtotal, forest protection and utilization	2,638,284	3,695,900	4,011,800
Forest roads and trails (includes transfer from "Roads and trails for States")	516,915	713,000	725,000
Assistance to States for tree planting	----------	145,000	145,000
Expenses, brush disposal	880	200	300
Restoration of forest lands and improvements	----------	3,000	3,000
Payments to counties, national grasslands	1,529	1,500	1,500
Payments to States, national forests fund	202,631	188,865	218,700
Watershed protection	2,647	4,000	4,000
Trust funds	273,865	174,400	174,400
Total, Michigan (2,559,412 acres)	3,636,751	4,925,865	5,283,700
Minnesota:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,378,836	2,040,700	2,324,600
Fighting forest fires	180,757	(1)	(1)
Insect and disease control	88,443	229,800	286,500
Acquisition of lands (Weeks Act)	6,276	8,000	25,000
Forest research	413,688	1,806,500	571,500
State and private forestry cooperation	332,616	404,100	404,100
Subtotal, forest protection and utilization	2,400,616	4,489,100	3,611,700
Forest roads and trails (includes transfer from "Roads and trails for States")	1,237,740	1,139,100	950,000
Acquisition of lands for Superior National Forest	122,303	878,496	2,000,000
Assistance to States for tree planting	----------	160,400	160,400
Expenses, brush disposal	55,965	64,600	68,700
Restoration of forest lands and improvements	----------	2,000	2,000
Payment to Minnesota	123,275	123,300	123,300
Payments to States, national forests fund	165,088	137,013	158,600
Watershed protection	13,892	10,000	10,000
Conservation reserve program	10,656	2,000	5,000
Trust funds	255,823	175,000	175,000
Total, Minnesota (2,787,407 acres)	4,385,358	7,181,009	7,264,700
Mississippi:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,168,092	1,632,600	1,818,300
Fighting forest fires	51,087	(1)	(1)
Insect and disease control	67,432	73,400	70,000
Acquisition of lands (Weeks Act)	237	----------	----------

Forest research	959,757	970,400	1,038,400
State and private forestry cooperation	407,015	541,500	541,500
Subtotal, forest protection and utilization	2,653,710	3,217,900	3,468,200
Forest roads and trails (includes transfer from "Roads and trails for States")	280,174	341,000	341,000
Assistance to States for tree planting	----------	16,700	16,700
Restoration of forest lands and improvements	674	3,000	3,000
Payments to States, national forests fund	727,999	684,316	792,400
Watershed protection	217,602	286,200	286,200
Flood prevention	854,483	1,163,745	1,104,000
Agricultural conservation program	13,293	13,800	13,800
Conservation reserve program	5,937	500	----------
Trust funds	621,934	793,600	793,600
Total, Mississippi (1,133,973 acres)	5,375,806	6,520,761	6,818,900
Missouri:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,014,525	1,327,700	1,460,300
Fighting forest fires	101,905	(1)	(1)
Insect and disease control	2,007	2,100	9,000
Acquisition of lands (Weeks Act)	6,750	20,000	25,000
Forest research	245,771	242,400	242,400
State and private forestry cooperation	296,537	374,500	374,500
Subtotal, forest protection and utilization	1,667,495	1,966,700	2,111,200
Forest roads and trails (includes transfer from "Roads and trails for States")	211,095	211,600	270,000
Expenses, brush disposal	142	800	900
Restoration of forest lands and improvements	----------	1,500	1,500
Payments to counties, national grasslands	781	800	800
Payments to States, national forests fund	48,881	46,079	53,400
Watershed protection	----------	500	500
Conservation reserve program	----------	1,600	----------
Trust funds	138,488	153,800	153,800
Total, Missouri (1,374,573 acres)	2,066,882	2,383,379	2,592,100
Montana:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	5,534,824	7,478,500	7,874,400
Fighting forest fires	3,244,292	(1)	(1)
Insect and disease control	302,028	733,200	719,300
Forest research	377,421	715,700	630,700
State and private forestry cooperation	151,785	196,800	196,800
Subtotal, forest protection and utilization	9,610,350	9,124,200	9,421,200
Forest roads and trails (includes transfer from "Roads and trails for States")	3,916,440	3,784,600	3,900,000
Assistance to States for tree planting	----------	16,300	16,300
Expenses, brush disposal	809,367	864,300	918,300

Footnotes at end of table.

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Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Montana—Continued			
Restoration of forest lands and improvements		$4,500	$4,500
Payments to States, national forests fund	$1,291,824	511,427	592,200
Watershed protection	4,485	10,400	10,400
Conservation reserve program	1,441	100	
Trust funds	1,148,838	1,370,600	1,370,600
Total, Montana (16,635,730 acres)	16,782,745	15,686,427	16,233,500
Nebraska:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	200,252	249,600	278,700
Fighting forest fires	6,028	(1)	(1)
Insect and disease control	2,885	6,200	5,000
Forest research	38,828	48,800	48,800
State and private forestry	18,445	30,300	30,300
Subtotal, forest protection and utilization	266,438	334,900	362,800
Forest roads and trails (includes transfer from "Roads and trails for States")	14,995	20,800	25,700
Assistance to States for tree planting		200	200
Payments to counties, national grasslands	10,118	1,000	1,000
Payments to States, national forests fund	14,992	15,854	18,400
Watershed protection	2,068	8,400	8,400
Great Plains conservation program	5,684	6,000	6,000
Conservation reserve program		300	
Total, Nebraska (339,716 acres)	314,295	387,454	422,500
Nevada:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	778,987	874,000	938,200
Fighting forest fires	330,048	(1)	(1)
Insect and disease control	1,724		21,000
Forest research	40,779	41,900	41,900
State and private forestry cooperation	52,245	81,900	81,900
Subtotal, forest protection and utilization	1,203,783	997,800	1,083,000
Forest roads and trails (includes transfer from "Roads and trails for States")	405,621	186,000	348,200
Restoration of forest lands and improvements	134		
Payments to States, national forests fund	59,665	41,071	47,600
Watershed protection	15,387	18,500	18,500
Trust funds	486	1,900	1,900
Total, Nevada (5,058,028 acres)	1,685,076	1,245,271	1,499,200
New Hampshire:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	633,318	765,200	885,500

Fighting forest fires	2,736	(1)	(1)
Insect and disease control	83,248	79,200	95,000
Acquisition of lands (Weeks Act)		400	
Forest research	186,054	264,200	214,200
State and private forestry cooperation	115,922	138,200	138,200
Subtotal, forest protection and utilization	1,021,278	1,247,200	1,332,900
Forest roads and trails (includes transfer from "Roads and trails for States")	291,814	287,200	198,000
Assistance to States for tree planting		4,000	4,000
Expenses, brush disposal	949		
Payments to States, national forests fund	67,710	43,120	49,900
Watershed protection	3,384	9,400	9,400
Conservation reserve program	12,020	5,100	5,000
Trust funds	27,797	28,500	28,500
Total, New Hampshire (677,559 acres)	1,424,952	1,624,520	1,627,700
New Jersey:			
Forest protection and utilization:			
Forest land management: Insect and disease control	6,184	8,900	8,000
Forest research	45,500	64,400	64,400
State and private forestry cooperation	138,427	183,100	183,100
Subtotal, forest protection and utilization	190,111	256,400	255,500
Assistance to States for tree planting		6,300	6,300
Watershed protection	1,811	4,300	4,300
Total, New Jersey (acres, none)	191,922	267,000	266,100
New Mexico:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvement")	2,839,070	3,959,000	4,302,300
Fighting forest fires	560,874	(1)	(1)
Insect and disease control	105,113	673,300	390,000
Forest research	116,684	211,700	211,700
State and private forestry cooperation	69,840	88,200	88,200
Subtotal, forest protection and utilization	3,691,581	4,932,200	4,992,200
Forest roads and trails (includes transfer from "Roads and trails for States")	914,244	1,000,200	1,034,500
Assistance to States for tree planting		500	500
Expenses, brush disposal	103,965	136,800	145,300
Restoration of forest lands and improvements	232	10,000	10,000
Payments to counties, national grasslands	11,649	11,600	11,600
Payments to school funds, Arizona and New Mexico	804	350	700
Payments to States, national forests fund	330,598	146,185	169,300
Watershed protection	84,904	29,500	29,500
Trust funds	223,445	189,300	189,300
Total, New Mexico (8,997,993 acres)	5,361,422	6,456,635	6,582,900

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
New York:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$21,876	$43,600	$49,600
Insect and disease control	106,404	111,100	117,000
Forest research	127,125	137,500	172,500
State and private forestry cooperation	342,111	489,800	489,800
Subtotal, forest protection and utilization	597,516	782,000	828,900
Payments to counties, national grasslands	559	600	600
Watershed protection	6,641	10,600	10,600
Flood prevention	1,921	5,700	2,900
Conservation reserve program	52,582	5,000	----------
Trust funds	----------	100	100
Total, New York (13,747 acres)	659,219	804,000	843,100
North Carolina:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	843,631	1,137,000	1,290,800
Fighting forest fires	60,574	(1)	(1)
Insect and disease control	130,528	109,000	90,000
Forest research	1,146,957	1,023,600	1,246,600
State and private forestry cooperation	387,988	554,700	554,700
Subtotal, forest protection and utilization	2,569,678	2,824,300	3,182,100
Forest roads and trails (includes transfer from "Roads and trails for States")	313,897	489,700	413,600
Expenses, brush disposal	94	600	600
Restoration of forest lands and improvements	----------	3,000	3,000
Payments to States, national forests fund	227,575	132,651	153,600
Watershed protection	28,252	46,400	46,400
Conservation reserve program	14,350	500	----------
Trust funds	204,588	109,500	109,500
Total, North Carolina (1,124,152 acres)	3,358,434	3,606,651	3,908,800
North Dakota:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	172,131	283,500	296,600
Insect and disease control	731	300	3,000
Forest research	73,283	238,100	108,100
State and private forestry cooperation	21,265	46,600	46,600
Subtotal, forest protection and utilization	267,410	568,500	454,300
Payments to counties, national grasslands	194,998	195,000	195,000
Payments to States, national forests fund	27	51	100
Watershed protection	----------	9,500	9,500
Conservation reserve program	----------	1,600	----------
Total, North Dakota (1,104,850 acres)	462,435	774,651	658,900

Ohio:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	186,846	242,000	273,300
Fighting forest fires	8,262	(1)	(1)
Insect and disease control	29,820		9,000
Acquisition of lands (Weeks Act)	22,303	23,200	75,000
Forest research	332,358	495,500	604,500
State and private forestry cooperation	156,259	224,600	224,600
Subtotal, forest protection and utilization	735,848	985,300	1,186,400
Forest roads and trails (includes transfer from "Roads and trails for States")	11,248	12,000	40,000
Assistance to States for tree planting		25,900	25,900
Restoration of forest lands and improvements		500	500
Payments to countries, national grasslands	625	600	600
Payments to States, national forests fund	9,289	8,189	9,500
Watershed protection	6,025	5,100	5,100
Trust funds	29,510	32,700	32,700
Total, Ohio (106,655 acres)	792,545	1,070,289	1,300,700
Oklahoma:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	257,706	329,200	369,100
Fighting forest fires	6,500	(1)	(1)
Insect and disease control	930	1,100	3,000
Forest research		2,800	2,800
State and private forestry cooperation	152,643	189,700	189,700
Subtotal, forest protection and utilization	417,779	522,800	564,600
Forest roads and trails (includes transfer from "Roads and trails for States")	37,871	59,400	55,000
Expenses, brush disposal	650	1,400	1,400
Restoration of forest lands and improvements		2,000	2,000
Payments to countries, national grasslands	9,565	9,600	9,600
Payments to States, national forests fund	103,808	118,473	137,200
Watershed protection		2,000	2,000
Flood prevention	2,420	2,500	2,500
Great Plains conservation program	2,534	2,600	2,600
Trust funds	56,870	73,700	73,700
Total, Oklahoma (267,883 acres)	631,497	794,473	850,600
Oregon:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	9,501,536	11,880,500	12,847,000
Fighting forest fires	5,222,257	(1)	(1)
Insect and disease control	305,960	328,800	338,000
Forest research	914,977	1,176,700	1,188,700
State and private forestry cooperation	597,920	674,000	674,000
Subtotal, forest protection and utilization	16,542,650	14,060,000	15,047,700

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Oregon—Continued			
Forest roads and trails (includes transfer from "Roads and trails for States")	$7,594,105	$8,565,532	$8,882,400
Acquisition of lands, Klamath Indians	68,716,691		
Assistance to States for tree planting		127,500	127,500
Expenses, brush disposal	2,199,300	2,339,300	2,485,500
Payments to counties, national grasslands	4,151	4,200	4,200
Payments to States, national forests fund	12,629,207	10,213,120	11,825,900
Watershed protection	25,044	26,800	26,800
Conservation reserve program	13,419	800	
Oregon and California grant lands		1,235,488	1,000,000
Trust funds	4,406,534	4,081,400	4,331,400
Total, Oregon (14,938,806 acres)	112,131,101	40,654,140	43,731,400
Pennsylvania:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	411,271	714,900	831,400
Fighting forest fires	5,385	(1)	(1)
Insect and disease control	71,029	75,300	87,000
Acquisition of lands (Weeks Act)		33,100	20,000
Forest research	127,125	160,700	170,700
State and private forestry cooperation	251,948	366,800	306,800
Subtotal, forest protection and utilization	866,758	1,350,800	1,475,900
Forest roads and trails (includes transfer from "Roads and trails for States")	207,911	247,900	229,000
Assistance to States for tree planting		40,400	40,400
Payments to States, national forests fund	147,245	128,250	148,500
Watershed protection	6,672	18,400	18,400
Flood prevention		1,100	1,100
Conservation reserve program	9,954		
Trust funds	61,646	57,400	57,400
Total, Pennsylvania (470,869 acres)	1,300,186	1,844,250	1,970,700
Rhode Island:			
Forest protection and utilization:			
Forest land management:			
Insect and disease control	600	1,000	2,000
Forest research	8,850	10,500	10,500
State and private forestry cooperation	48,188	62,800	62,800
Subtotal, forest protection and utilization	57,638	74,300	75,300
Assistance to States for tree planting		3,500	3,500
Watershed protection		200	200
Total, Rhode Island (acres, none)	57,638	78,000	79,000
South Carolina:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	571,117	782,900	860,300

Fighting forest fires	40,027	(1)	(1)
Insect and disease control	51,730	78,000	55,000
Forest research	167,912	228,600	228,600
State and private forestry cooperation	354,175	482,600	482,600
Subtotal, forest protection and utilization	1,184,961	1,572,100	1,626,500
Forest roads and trails (includes transfer from "Roads and trails for States")	204,079	282,400	247,000
Assistance to States for tree planting		79,700	79,700
Restoration of forest lands and improvements		2,000	2,000
Payments to States, national forests fund	417,197	494,076	572,100
Watershed protection	40,299	38,400	38,400
Conservation reserve program	33,498	7,500	
Trust funds	124,786	145,100	145,100
Total, South Carolina (587,273 acres)	2,004,820	2,621,276	2,710,800
South Dakota:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,187,028	1,545,000	1,736,000
Fighting forest fires	541,288	(1)	(1)
Insect and disease control	32,263	7,800	39,000
Forest research	242,612	149,900	149,900
State and private forestry cooperation	65,641	85,500	85,500
Subtotal, forest protection and utilization	2,068,832	1,788,200	2,010,400
Forest roads and trails (includes transfer from "Roads and trails for States")	241,233	203,800	290,900
Expenses, brush disposal	96,536	116,200	123,500
Payments to counties, national grasslands	59,874	76,700	76,700
Payments to States, national forests fund	100,101	63,527	73,600
Watershed protection	2,348	2,200	2,200
Trust funds	222,310	194,700	194,700
Total, South Dakota (2,004,004 acres)	2,791,234	2,445,327	2,772,000
Tennessee:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	541,082	814,100	901,800
Fighting forest fires	27,384	(1)	(1)
Insect and disease control	24,909	22,500	25,000
Acquisition of lands (Weeks Act)		42,000	30,000
Forest research	209,488	96,300	96,300
State and private forestry cooperation	319,219	418,500	418,500
Subtotal, forest protection and utilization	1,122,082	1,393,400	1,471,600
Forest roads and trails (includes transfer from "Roads and trails for States")	267,160	302,300	296,000
Assistance to States for tree planting		19,700	19,700
Restoration of forest lands and improvements	786	3,000	3,000
Payments to States, national forests fund	30,424	83,009	96,100
Watershed protection	8,438	40,300	40,300
Conservation reserve program	5,987	500	
Trust funds	96,115	117,500	117,500
Total Tennessee (595,982 acres)	1,530,992	1,959,709	2,044,200

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
Texas:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$769,969	$1,095,600	$1,235,200
Fighting forest fires	10,652	(1)	(1)
Insect and disease control	66,771	101,800	96,000
Forest research	134,967	165,500	180,500
State and private forestry cooperation	295,040	363,800	363,800
Subtotal, forest protection and utilization	1,277,399	1,726,700	1,875,500
Forest roads and trails (includes transfer from "Roads and trails for States")	208,673	263,400	218,900
Restoration of forest lands and improvements		200	200
Payments to counties, national grasslands	16,698	16,700	16,700
Payments to States, national forests fund	636,548	471,827	546,300
Watershed protection		4,000	4,000
Flood prevention	1,300		
Great Plains conservation program	2,535	2,600	2,600
Trust funds	421,988	283,900	283,900
Total, Texas (775,263 acres)	2,565,141	2,769,327	2,948,100
Utah:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	3,287,204	4,516,800	5,118,500
Fighting forest fires	278,378	(1)	(1)
Insect and disease control	974,363	563,600	1,065,000
Forest research	239,238	416,200	516,200
State and private forestry cooperation	63,313	80,700	80,700
Subtotal, forest protection and utilization	4,842,496	5,577,300	6,780,400
Forest roads and trails (includes transfer from "Roads and trails for States")	1,183,171	1,248,500	1,366,600
Acquisition of lands for national forests, special acts (Cache)	10,000	10,000	10,000
Acquisition of lands for Cache National Forest	9,882	112,520	
Assistance to States for tree planting		500	500
Expenses, brush disposal	54,673	82,700	87,900
Restoration of forest lands and improvements		2,000	2,000
Payments to counties, national grasslands	134	100	100
Payments to States, national forests fund	189,978	141,458	163,800
Construction of warehouse and related facilities, Salt Lake City, Utah	24,682		
Watershed protection	107,711	104,600	104,600
Conservation reserve program	1,362		
Trust funds	86,238	106,200	106,200
Total, Utah (7,922,001 acres)	6,510,327	7,385,878	8,622,100
Vermont:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	196,882	311,300	361,600

Fighting forest fires	133	(1)	(1)
Insect and disease control	37,028	33,900	33,000
Acquisition of lands (Weeks Act)	1,050	11,300	----------
Forest research	138,500	144,900	144,900
State and private forestry cooperation	89,683	114,800	114,800
Subtotal, forest protection and utilization	463,276	616,200	654,300
Forest roads and trails (includes transfer from "Roads and trails for States")	144,959	205,500	182,000
Assistance to States for tree planting	----------	1,200	1,200
Payments to States, national forests fund	37,176	45,714	52,900
Watershed protection	----------	3,500	3,500
Conservation reserve program	----------	1,200	5,000
Trust funds	14,165	7,000	7,000
Total, Vermont (231,901 acres)	659,576	880,314	905,900
Virginia:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	1,062,348	1,602,700	1,824,600
Fighting forest fires	55,353	(1)	(1)
Insect and disease control	76,507	79,800	76,000
Acquisition of lands (Weeks Act)	15,832	4,100	40,000
Forest research	126,804	111,200	111,200
State and private forestry cooperation	383,770	521,200	521,200
Subtotal, forest protection and utilization	1,720,614	2,319,000	2,573,000
Forest roads and trails (includes transfer from "Roads and trails for States")	394,145	485,500	443,000
Restoration of forest lands and improvements	1,535	----------	----------
Payments to counties, national grasslands	2	----------	----------
Payments to States, national forests fund	69,946	57,388	66,400
Watershed protection	38,249	21,500	21,500
Flood prevention	52,234	72,700	72,200
Trust funds	89,939	84,800	84,800
Total, Virginia (1,448,815 acres)	2,366,664	3,040,888	3,260,900
Washington:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	4,814,591	6,876,000	7,444,600
Fighting forest fires	1,932,657	(1)	(1)
Insect and disease control	304,961	274,000	331,000
Forest research	701,793	888,600	668,600
State and private forestry cooperation	602,523	673,800	673,800
Subtotal, forest protection and utilization	8,356,525	8,712,400	9,118,000
Forest roads and trails (includes transfer from "Roads and trails for States")	5,004,183	5,727,200	5,344,000
Access roads	1,848,782	----------	----------
Assistance to States for tree planting	----------	127,500	127,500
Expenses, brush disposal	1,103,162	1,243,800	1,321,500
Payments to States, national forests fund	6,488,711	4,309,990	4,990,600
Watershed protection	18,734	9,700	9,700
Conservation reserve program	----------	800	----------
Trust funds	1,333,672	1,577,200	1,577,200
Total, Washington (9,668,619 acres)	24,153,769	21,708,590	22,488,500

Footnotes at end of table.

Detailed statements of obligations by geographic location for Forest Service—Continued

Location, appropriation, and financial project	Obligated, 1961	Estimated, 1962	Estimated, 1963
West Virginia:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	$737,678	$1,057,100	$1,188,800
Fighting forest fires	10,855	(1)	(1)
Insect and disease control	107,996	111,000	88,000
Acquisition of lands (Weeks Act)	1,387	41,000	60,000
Forest research	229,305	689,400	459,400
State and private forestry cooperation	176,060	222,000	222,000
Subtotal, forest protection and utilization	1,263,281	2,120,500	2,018,200
Forest roads and trails (includes transfer from "Roads and trails for States")	249,615	361,200	296,000
Restoration of forest lands and improvements	39		
Payments to States, national forests fund	175,792	97,609	113,000
Watershed protection		8,900	8,900
Flood prevention	14,976	16,000	16,000
Trust funds	69,402	67,700	67,700
Total, West Virginia (903,982 acres)	1,773,105	2,671,909	2,519,800
Wisconsin:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")	803,900	1,235,800	1,438,400
Fighting forest fires	64,559	(1)	(1)
Insect and disease control	157,588	249,600	196,200
Acquisition of lands (Weeks Act)	3,176	600	
Forest research:			
Forest Products Laboratory, Madison	2,516,360	3,218,900	3,318,900
Other locations	344,274	209,000	209,000
State and private forestry cooperation	444,623	648,200	648,200
Subtotal, forest protection and utilization	4,334,480	5,562,100	5,810,700
Forest roads and trails (includes transfer from "Roads and trails for States")	397,788	577,800	540,000
Assistance to States for tree planting		36,200	36,200
Expenses, brush disposal		200	200
Restoration of forest lands and improvements		2,000	2,000
Payments to counties, national grasslands	9		
Payments to States, national forests fund	81,772	78,201	90,500
Watershed protection	26,734	39,100	39,100
Conservation reserve program	9,268	1,600	
Trust funds:			
Forest Products Laboratory, Madison	180,684	229,000	229,000
Other locations	100,779	100,400	100,400
Total, Wisconsin (1,468,743 acres)	5,131,514	6,626,601	6,848,100
Wyoming:			
Forest protection and utilization:			
Forest land management:			

National forest protection and management (includes advance from "Cooperative range improvements")	2,146,470	3,162,300	3,491,200
Fighting forest fires	435,702	(1)	(1)
Insect and disease control	571,883	1,052,700	234,000
Forest research	123,811	271,900	136,900
State and private forestry cooperation	26,079	51,000	51,000
Subtotal, forest protection and utilization	3,303,945	4,537,900	3,913,100
Forest roads and trails (includes transfer from "Roads and trails for States")	1,206,998	1,146,500	1,102,000
Expenses, brush disposal	96,211	177,100	188,200
Restoration of forest lands and improvements	88		
Payments to counties, national grasslands	30,095	45,600	45,600
Payments to States, national forests fund	222,612	155,072	179,600
Watershed protection	1,000	9,600	9,600
Trust funds	184,634	255,000	255,000
Total, Wyoming (9,144,255 acres)	5,045,583	6,326,772	5,693,100
Puerto Rico:			
Forest protection and utilization:			
Forest land management: National forest protection and management (includes advance from "Cooperative range improvements")	4,585		
Forest research	160,423	171,100	171,100
State and private forestry cooperation	24,156	31,200	31,200
Subtotal, forest protection and utilization	189,164	202,300	202,300
Forest roads and trails (includes transfer from "Roads and trails for States")	34,530	33,000	3,000
Payments to counties, national grasslands	517	500	500
Payments to States, national forests fund	1,875	2,091	2,400
Watershed protection	1,165	2,000	2,000
Trust funds	3,081	2,700	2,700
Total, Puerto Rico	230,332	242,591	212,900
Undistributed:			
Forest protection and utilization:			
Forest land management:			
National forest protection and management (includes advance from "Cooperative range improvements")			1,050,000
Fighting forest fires	[2] 798,659	[3] 5,000,000	[3] 5,000,000
Forest research		18,700	18,700
State and private forestry cooperation		142,200	142,200
Subtotal, forest protection and utilization	798,659	5,160,900	6,210,900
Access roads		2,000,000	2,000,000
Restoration of forest lands and improvements		130,370	126,100
Watershed protection		199,500	119,400
Conservation reserve program	[4] −203,396	48,600	
Total, undistributed	595,263	7,539,370	8,456,400

[1] See "Undistributed."

[2] Represents repayment to "Expenses, brush disposal," of funds advanced for financing 1960 obligations for fighting forest fires. These obligations were included in the fighting forest fires distribution by States for 1960.

[3] The amounts for 1962 and 1963 have not been distributed by States. Locations for expenditures of emergency firefighting funds cannot be forecast with any degree of accuracy. Both the amounts and locations will vary from year to year which distorts comparison of fund availability. Also amounts in the regular appropriation may be supplemented depending upon the seriousness of the fire situation.

[4] Represents recovery of prior-year obligations.

DEPARTMENT OF AGRICULTURE, FOREST SERVICE,
Washington, D.C., February 26, 1962.

Hon. ERNEST GRUENING,
U.S. Senate, Washington, D.C.

Dear SENATOR GRUENING: We believe the following information sets forth the needs for road and highway improvements in Alaska concerning which you wrote on February 13, 1962.

The report of the Secretary of Commerce on the forest highway study required by section 3(b) of the Federal Highway Act of 1958[1] gave needs on roads of (1) primary importance to the State, counties, or communities within, adjoining, or adjacent to the national forests which have not been designated as forest highways, and (2) roads which are now designated forest highways. For Alaska, the figures are as follows:

	Miles	Needs (thousands)	
		Fiscal years 1959–71	After fiscal year 1971
(1) Roads not designated as forest highways	396.9	$61,340	$28,384
(2) Roads designated as forest highways	254.5	63,893	40,879
Total	[1] 651.4	125,233	69,263

[1] Of this total, about 430 miles are not now in existence.

Of the above total mileage, all but 34 miles are in the Alaska Federal-aid system. In addition to their importance to the State, these highways are of great importance for forest protection and administration. They receive heavy use by the general public for local and intercommunity travel and by people visiting the forests for recreation and other purposes. The need for improvement of these highways to adequate standards, and construction of the mileage that is now not in existence, is a matter of great concern to the Forest Service. The development of the timber and other resources of the national forests in southeastern Alaska is to a great extent dependent on the improvement and extension of the forest highway system. As you know, it has been necessary to arrange for substantial highway improvements adjacent to communities as part of the effort to attract pulpmill installations into Alaska.

Appropriations for forest highways are made to the Department of Commerce and are administered by the Bureau of Public Roads. Due to the importance of these highways to the national forests the regulations for administering forest highways provide for participation by the Forest Service jointly with the State and Bureau of Public Roads in designating roads as forest highways and programing funds.

Under the current authorization, the annual apportionment to the State of Alaska is about $2,876,474.

You will recall that there is another system of roads called forest development roads. These roads typically branch out from the forest highway system and provide access for the protection, development, and multiple-use management of the national forests. The development program for the national forests submitted to the Congress by President Kennedy September 21, 1961, provides for the construction in Alaska of 371 miles of these forest development roads at a cost of about $26 million in fiscal years 1963–72. These roads are for access to timber (220 miles), recreational development (76 miles), and other national forest purposes (75 miles). Their construction is essential for the orderly development of the wood, water, forage, wildlife, and recreation resources of the national forests at the rate foreseen as necessary to meet demands for the use of these resources on a continuing basis during the next 10 years and at the year 2000.

The special problems of Alaska must be considered in their true light so that adequate provision may be made for the improvement of the public highway network essential for the development and social and economic welfare of the State.

Sincerely yours,

RICHARD E. MCARDLE, *Chief.*

[1] Committee Print No. 16, Committee on Public Works, House of Representatives, 86th Cong., 2d sess.

DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 2, 1962.

Hon. ERNEST GRUENING,
U.S. Senate.

DEAR SENATOR GRUENING: This responds to the telephoned request of March 1 from your staff for information concerning forest development road authorizations, the status of appropriations, and the bill numbers of pertinent bills that have been introduced that bear on this subject.

You know, we are sure, that forest highways are in a category of their own. The present forest highway authorization is $33 million annually. This amount is appropriated to the Department of Commerce and is allocated to the States on a formula basis which is established by law. The allocation to the State of Alaska now is $2,876,474.

Authorizations for forest development roads are contained in the same biennial highway authorization bill. These funds are appropriated to the Department of Agriculture. The most recent such bill, enacted 2 years ago, provides authorizations for forest development roads of $35 million for fiscal year 1962 and $40 million for fiscal year 1963. The full amount of the authorization has been included in the appropriations for fiscal year 1962 and the budget for fiscal year 1963, now under consideration by the Congress.

In the budget for fiscal year 1963 there is a commitment by the administration to propose legislation to increase the fiscal year 1963 authorization from $40 million to $50 million; and a further commitment that if this new obligational authority is granted, a supplemental appropriation for fiscal year 1963 of $6,500,000 is anticipated to liquidate obligations incurred under this additional authorization. Based on Forest Service experience, this amount of cash would permit obligating the full amount of the possible additional authorization.

A bill dealing with all of the authorizations that are usually contained in the biennial highway authorization, for fiscal year 1964 and fiscal year 1965, has been introduced. It is H.R. 9725 by Congressman Fallon. It has been referred to the Committee on Public Works. It continues the figure of $40 million as the amount to be authorized for forest development roads for both fiscal year 1964 and fiscal year 1965.

No decision has yet been made as to the authorization amounts the administration will recommend for this item for fiscal year 1964 and fiscal year 1965.

You asked to be provided with available figures on road needs within the national forests. The development program for the national forests, which was sent to the Congress by President Kennedy on September 21, 1961, calls for the construction during the period fiscal year 1963 through fiscal year 1972 of about 79,400 miles of multiple-purpose roads, and 8,000 miles of trails. It also calls for necessary maintenance, and for partial construction of some of this mileage by timber purchasers. The published report lists a total dollar figure as the estimated required Federal expenditures for these roads of $1,212,484,000 for construction and reconstruction, and in addition the equivalent of $24 million per year for annual recurrent work, largely road maintenance. The 10-year total of these two items is $1,452,848,000, or an average annual figure of $145,284,800. Of the 10-year amount it is estimated that R. & T. 10-percent funds will provide about $189 million, leaving an average annual amount to come from appropriations of about $126 million.

To recapitulate, these figures are:

Total nonrecurrent for 10 years	$1,212,484,000
Total recurrent for 10 years	240,000,000
Total estimated needs	1,452,484,000
Available from R. & T., 10 percent	189,000,000
Difference	1,263,484,000
Annual equivalent	126,348,400

In the early years of the 10-year period the amount would be less than this annual equivalent. Consequently the annual amount by the middle of the 10-year period would probably need to be higher than this annual equivalent.

This 10-year program constitutes only about 17 percent of the long-range road requirements. Ultimate requirements, now projected to be completed in about 40 years, contemplate construction of about 379,900 miles of new roads, reconstruction of about 105,000 miles of roads, plus work on trails and bridges.

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Enclosed are two publications outlining the development program for the national forests. Publication No. 896, the one with the glossy cover, contains a discussion of the road and trail activities on page 18. The other publication contains, page 3, a listing of all the categories of work proposed for the national forests in Alaska under this program. You will notice that the 10-year road needs for Alaska are listed as:

Nonrecurrent	$26,228,000
Recurrent	400,000
Total	26,628,000

If you have further questions, please advise.

Sincerely yours,

RICHARD E. MCARDLE, *Chief*.

GENERAL STATEMENT

Senator GRUENING. One of the notes that keeps cropping out in this testimony of mine, in which I am urging support of the budgets of the Bureau of Land Management, the Bureau of Indian Affairs, the Fish and Wildlife Service, the Public Health Service, and the national forests, is the recurring fact that during the 92 years that Alaska was a Territory it suffered repeated discrimination and exclusions from Federal projects, handicaps which persist to this day and which make it necessary for us to catch up for the many years when we were in effect a colony of the United States and suffered the discriminations and omissions of colonialism.

Therefore, while we seem to be asking for a good deal, we feel we are merely asking for what is just because of the long time when we were not a State and other States moved forward, they were included in Federal-aid programs of various kinds and we were not. And I think that is important to bear in mind.

FUNDS FOR WILDLIFE RANGES

We start, however, with an unusual request, to omit certain funds which were asked for last year. Last year the delegation did not want funds totaling $387,350 which had been earmarked for two wildlife ranges. We felt that these actions taken by the former administration on the eve of its retirement, in contravention of the desire of the State to operate these ranges, were improper.

We feel very properly, as the present Secretary of the Interior points out, that the State should assume certain responsibilties. And, the well-known Arctic wildlife range of some 8,900,000 acres, the setting aside of which has been rejected by the Congress. And it held many hearings on it, and was achieved by an action of former Secretary Seaton after he had known that he would no longer be Secretary and after our Governor, Governor Egan, had requested specifically that this withdrawal be made by the State. So the Appropriations Committee acceeded to our request to withhold those funds, and we trust that no funds from any other part of the Fish and Wildlife Service of the Interior Department will be used for these two wildlife withdrawals which we believe the State can manage and should manage, especially in view of the fact that we now have more withdrawals in Alaska for fish and wildlife purposes than practically all the rest of the States of the Union.

We are glad that we have the great national parks that we have. We have in Alaska two-fifths of the total area of national parks. They are national parks, but we feel the functions from now on of withdrawals should be done by the State.

CADASTRAL SURVEYS

Our statehood act contains a grant to the State of Alaska of approximately 103 million acres of land now owned by the Federal Government. The State is to select this land over a 25-year period.

As this committee knows, only an infinitesimal portion of Alaska has been surveyed. If Alaska is to make its selections these surveys must be speeded up.

It is gratifying to note that the budget for the Bureau of Land Management for fiscal 1963 is substantially increased over that of the current year.

The amount budgeted for cadastral surveys for fiscal year 1963 is $4,490,000. While this is substantially more than the fiscal year 1962 figure of $3,732,000, it is nevertheless considerably less than the Bureau of Land Management's reqeust to the Bureau of the Budget, which was $5.8 million.

I feel certain that that request for $5.8 million would not have ever gone to the Bureau of the Budget unless it could be used.

Therefore, I urge that the subcommittee restore the funds denied by the Bureau of the Budget.

Restoration of these funds will provide the means by which the orderly land transferral in Alaska can be more rapidly accomplished.

Alaska's development as a State is seriously impeded by the delay in land transfer.

Here again we confront a situation and an overdue need resulting directly from long-standing discrimination against Alaska. While Alaska was a Territory, land surveying proceeded at a snail's pace in contrast with what was being done elsewhere under the flag.

At the first statehood hearing held in April of 1950 in the 81st Congress before the Senate Committee on Interior and Insular Affairs, Senator Clinton P. Anderson, who was presiding, and incidentally, is the only member of that committee still in the Senate, after listening to the testimony on what had been done, or rather had not been done, in the matter of land surveying in Alaska, summed up the situation by pointing out that at the rate the Federal Government had been proceeding it would require 17,000 years to complete Alaska's land survey. Think of it, 17,000 years. There has been slight increase in the rate of surveys, but the huge backlog of unsurveyed Alaskan lands is still with us. The Bureau of Land Management has testified this year that approximately 375 million acres of public domain remains to be surveyed, which is roughly the total land area of Alaska.

Now the requirement of getting the 27 percent of the Federal land in Alaska granted Alaska by the Statehood Act makes drastically increased rate of survey imperative. Here too, this is an investment rather than a mere expenditure, for the land cannot be taken over and made productive and revenue producing until it is surveyed. So I strongly urge the committee to grant the BLM's request for that $5.8 million.

BUREAU OF INDIAN AFFAIRS PROGRAMS

The Bureau of Indian Affairs requests $197.4 million for fiscal year 1963. This is an increase of $33.1 million over the current budget, and I am reliably informed the sum could be enlarged by $17 million, based on requests originally made to the Bureau of the Budget. So I suggest that unfinished BIA work could be started immediately.

In Alaska there are 43,000 natives—Eskimos, Indians, and Aleuts. The program of the BIA directly affects the citizens, specifically, and the State, generally.

Three program goals have been announced by the BIA. They are—

(1) Maximum Indian, Eskimos, and Aleut economic self-sufficiency;

(2) Federal participation of Indians, Eskimos, and Aleuts in American life;

(3) Equal citizenship privileges and responsibilities for Indians, Eskimos, and Aleuts.

I endorse each of them vigorously. I would think that they could best be accomplished through broad programs which would implement education, economic opportunity, health measures, and living accommodations.

Alaska's suggested share of education and welfare would be $9,277,000. School expenses in Alaska are high. This is due to the isolation of a very large number of boarding schools which BIA operates and in which the children live on a 24-hour basis. So there is need for teachers and counselors in the resident schools.

SCHOOL FACILITIES

I have a list here of the various schools that are asked for. They all exist in places where there either is no school, or the school population has far outgrown the present capacity, or the school was built a generation or two ago and is falling apart. I will not detail each of these. They will be found in the written record. They total 16.

Now I come back to my recurrent theme. The reason for these seemingly numerous items for additional school facilities which we ask for now is because in the matter of education and other essential needs for the Indians and Eskimos of Alaska, throughout Alaska's history as a Territory, there has been discrimination in appropriations and legislation. This applies to other fields as well as to our native population. And this statement can be fully documented. Appearing for the first time before the House Interior Department Appropriations Subcommittee on December 29, 1933, delegate Anthony J. Dimond, whom I know the chairman of this entire committee will remember, pointed this out. He had just been elected in 1932 and was a great delegate. In testifying he said:

> Now to make a comparison, I tried to figure out how the Indians of Alaska, who are considered generally in a ward status are treated as compared with the Indians of the United States, and I find they have not in the past obtained in Federal aid of any kind more than one-third as much. I do not know why this discrimination occurred unless it was because they did not make war on the whites and kill off the settlers.

Mr. Chairman, that condition, that difference in treatment to Alaskans' disadvantage, has long existed when Tony Dimond so testified in 1933. It continued to exist throughout all the years as a Territory. It was one of the examples of what can properly be described as colonialism. So our task, now that Alaska has become a State, as I pointed out, is to try to catch up. It is pathetic to contemplate some of the fine young men in our native communities, with latent talents and abilities, who if only they had had, and were now afforded, educational opportunities to which all Americans should be entitled, could develop these talents and make them available to State and Nation.

The successful functioning of our democracy is based on an educated, enlightened, trained electorate. Indeed, I have stated on more than one occasion my deep conviction that democracy and education are one and inseparable. The territorial authorities, and for 3 years the State authorities have, I know, performed most creditably in support of primary and secondary education. A larger portion of the budget in Alaska than in most other political entities has gone to elementary education. But the Indians and Eskimos in their federally conducted schools have, through lack of adequate provision, lagged behind. Therefore our task now is, belatedly, to enable them to catch up and to give this generation of schoolchildren what their parents and even their older brothers and sisters lacked. So I urge, I plead, with the committee, to let every one of these school items stand.

As education is important, so is the need to make it possible for all Americans to be economically independent and self-sufficient.

Alaska's natives demand no doles. They do deserve and they will utilize opportunities making possible for utilization of their skills and resources.

I am happy to support the Bureau's request for funds totaling $2,080,000 to be administered through the proposed Division of Economic Development. Alaska's share in this new program would be $426,042.

ALASKAN STUDENTS AT RCA SCHOOL IN NEW YORK CITY

I would like to mention in passing that the Radio Corp. of America is well aware of the talents of Alaskan natives. Ten of these young men are attending an RCA school in New York City where they are trained as electronic technicians, to be then employed by RCA to man company posts on the White Allice communications system and on the ballistic missiles early warning system in Alaska. They will be graduated in August.

A second group of 10 has begun to receive instruction in the RCA school in Los Angeles.

These young men have shown zeal and ability for their work, their marks have been highly creditable, and RCA officials believe the program can be extended substantially and jobs will therefore become available for several hundred young Alaskans whose services are not now being utilized and whose earning capacity, due to lack of training, is insufficient.

Such a development of human resources can be accomplished through joint efforts of private business and the Federal Government.

On February 21, 1962, I wrote the Secretary of the Interior, out-

lining the potential savings of the program in the terms of human and financial resources.

Mr. Chairman, this expanded long range human improvement could begin with July 1, 1962 classes in Los Angeles. An additional amount of $400,000 for fiscal year 1963 would make it possible to train 90 Alaskan natives and pay their transportation to the RCA school in California.

Thereafter, yearly appropriations would, of course, be required to keep the program moving. However, this is a sound investment since savings in the long run would more than offset training costs.

I therefore request that the subcommittee consider favorably the appropriation of an additional $400,000 to start the program July 1 of this year.

USE OF ALASKAN NATIVES IN ARCTIC STATIONS

Today the attrition rate of non-Alaskans working for RCA on its far-flung Arctic and sub-Arctic stations in Alaska is quite high. Men far away from home, untrained to cope with the solitude and unaccustomed to the climate in which they work, will normally want to leave their employment as soon as possible. Alaskan natives would not have this problem. RCA estimates that the use of Alaskans would reduce monthly personnel attrition from 4 percent to one-fourth of 1 percent.

By 1971, the attrition cost would have dropped by half a million dollars yearly if Alaskan natives were used as technicians. It is noteworthy to point out there would be added substantial savings to the Bureau of Indian Affairs and the Bureau of Public Health per year if the Department of the Interior found it no longer necessary to pay the estimated monthly relief benefits of $55 to each Eskimo and Indian.

I am certain that Radio Corp. of America representatives would appreciate the opportunity to appear before this subcommittee to outline in detail what they feel could be done in this area of utilizing human resources.

Secretary Udall has been told its possibility, and I am awaiting his comments.

A similar project to train airplane mechanics in demand by our expanding aviation industry is under discussion.

MOUNT MCKINLEY NATIONAL PARK

The National Park Service has budgeted not quite $400,000 toward improvement and management in Mount McKinley National Park. Specifically these funds would be spent as follows: Management and protection, $156,000; roads and trails, $107,000; building, utilities, etc., and rehabilitation of hotel water system, $123,000.

This is little more than repair and maintenance. There are still no accommodations within the 1,939,000-acre park from which the glory of 20,350-foot Mount McKinley, loftiest peak in North America, and the reason for the park's existence, can be seen.

The hotel, situated at the park entrance on the Alaska Railroad built 25 years ago, is 60 miles from where satisfactory views of the mountain can be obtained. There will be no accommodations for the influx of tourists who, with the fulltime operation of the ferry system from Prince Rupert to Haines, may be expected in the summer of

1963, unless the Park Service makes an effort to get funds for a lodge at the end of the 90-mile highway into the park, which was originally intended to be a complementary unit to the hotel at the entrance.

Roughly, one-third of the funds sought will be for rehabilitating that hotel's water system. The $107,672 item is essentially for improving the highway which has not been too safe. It was not designed as a park road in the first instance, but was a trail in existence before the park's establishment in 1917 to the Katishna mining district which lies just north of the central portion of the park's 150-mile northern boundary.

The Park Service's only expenditures have been to improve that highway, which skirting the park's northern boundary, misses some of the area's most scenic aspects.

Katmai National Monument

For Katmai National Monument, I am glad to note the proposed expenditure of $100,000 as part of a roads and trails program for constructing a 23-mile low-grade road from Brooks River to Windy Creek, for it is pertinent that although this monument of 2,697,000 acres, the largest unit in the entire Park Service was established 35 years ago, the Federal Government has not built one foot of road or trail within it.

As a result the unique natural phenomena which caused the monument to be established are virtually inaccessible to the visiting public. Accommodations to the extent of five camps have been admirably supplied by private enterprise. But though an Alaska air carrier, Northern Consolidated Airlines, transports visitors by plane from Anchorage and furnishes them comfortable lodging, good food, and to the excellent fishing of the region's lakes and streams, they cannot visit the famous Valley of Ten Thousand Smokes, or the other sensational phenomena caused by the great volcanic upheaval of 1912, either by vehicle or foot, unless they are prepared to hike for days carrying food and sleeping bags on their backpacks. Hitherto and now they can only glimpse these sensational areas from the air.

I am hopeful and confident that the National Park Service's request for this $100,000 makes the start of a proper and previously total development program and trust that it will be only a beginning.

There is little point in setting aside the splendid and vast park areas without making their enjoyment possible.

Gradually, I believe, the National Park Service will do what it can to provide park facilities within its parks and monuments in Alaska. But "gradually" is no longer the answer. The needs are more pressing.

I have discussed the problem with Director Wirth and have found him interested, sympathetic, and eager to act.

Visitors Facilities at Glacier Bay National Monument

I am therefore requesting the addition of $150,000 in the National Park Service's appropriation for fiscal year 1963 which will be used for the construction of visitor facilities in the 2,697,200-acre Glacier Bay National Monument, a superlative scenic area northwest of Juneau.

The National Park Service informs me that private capital is unavailable to provide such facilities.

The money I request would pay for construction of dining room, a store, and overnight accommodations for 10 guestrooms to house 40 persons. These facilities could be expanded. The fiscal year 1963 presently includes a request for $34,200 for the purchase of two new electric generators to replace existing equipment which cannot handle the existing load. The new generators, I am informed, would adequately handle the power requirements of the visitor facilities.

Glacier Bay has been a neglected jewel. Its splendor is little known to the outside world. From tidewater Mount Fairweather rises 15,300 feet. Beginning late this coming fall and in full swing by the summer of 1963, 1 of 3 ferries carrying over 100 cars each will be operating daily out of Prince Rupert up the Inside Passage and stopping at its ports, including Juneau. The visitors will want to see Glacier Bay National Monument.

In response to a letter of mine, Assistant Secretary of the Interior John A. Carver, Jr., wrote me on March 5, 1962, as follows:

> The need for overnight accommodations for visitors in the monument is reccognized * * * a reasonable program which will provide these facilities with Federal funds is justified * * * please be assured that this Department will support proposals to place such developments in high priority.

I should like at this time to place in the record my letter to the Secretary, dated February 7, 1962; his reply of March 5, 1962, from which I have quoted; and my response of March 6, 1962, to Secretary Carver.

Senator BYRD. The Senator's request will be granted.

(The letters referred to appear on pp. 1156–1158.)

MISSION 66

Senator GRUENING. The fact is that Mission 66—a great, needed, and in every way a highly desirable program, which aims to prepare our national parks wonderland for the increased population that will seek inspiration and recreation there by the middle of this decade, has not come to Alaska, certainly not in appreciable degree. I dislike to point out, but I must, that this is just another example of how Alaska during its Territorial days was bypassed in this field as in nearly all other aspects of Federal responsibility. We are trying, Mr. Chairman, to keep some of our American tourists dollars at home. But our superb Alaska parks and monuments will be unattainable unless they begin to receive equal or equivalent treatment with our parks and monuments in the other 49 States.

President Kennedy has issued an inspiring call to develop our natural resources and expand our outdoor recreational facilities. I cannot, therefore, too strongly urge the inclusion of these modest amounts for overnight visitors accommodations in Glacier Bay National Monument, so that some accommodations may be ready by the summer of 1963.

FISHERIES

Alaska's coastline is longer than the combined Atlantic, Pacific, and gulf coastlines of the 48 older States. It is the only American State's coastline fronting on two oceans—the Pacific and the Arctic, with the Bering Sea coastline for good measure in between. The abundance of these waters and of Alaska's rivers and lakes produces a substantial share of the livelihood of the State's residents—as well as of many out-of-Staters—and contributes substantially to the national income. Alaska has had—although now seriously depleted and further threatened by foreign encroachment—the Nation's greatest fishery resource, above all the Pacific salmon, and also halibut, king crab, and other species.

The work of the Bureau of Commercial Fisheries, the Federal agency concerned with this resource, is therefore important to the State.

I do not at this time intend to cite each budget item but do wish to mention some of particular interest.

RESEARCH ON FISH PROTEIN CONCENTRATE

For research on fish protein concentrate $120,000 is requested. Because of the increasing interest in the great value and relatively low cost of the concentrate as a weapon for democracy against hunger and communism, I would like to see this sum substantially increased. I am informed that inadequate research moneys have curtailed exploration into diversified uses for fish protein concentrate. In a time in history when much of the world's population suffers from a lack of protein in its diet, this country should be moving ahead in the vital area of research. This work is in the Nation's interest and merits support. We have to date failed to use properly the available harvest of the sea. In the words of our President—"Let us begin."

It seems appropriate to note at this point in the record that the research funds request to the Bureau of the Budget was $10 million and that this figure was reduced to the present $7,555,000.

NEW FISHERY RESEARCH VESSEL

The vast potential of the North Pacific fishery resources is barely tapped. Included in the Bureau's request is a new fishery research vessel for use in the North Pacific and Bering Sea. The Bureau of Commercial Fisheries has requested $15,000 to fund the design of the proposed $3 million vessel. The United States now has no adequate vessel for this purpose. It is hoped construction of the floating laboratory may start in fiscal year 1963. It should.

Already we know that other nations, particularly Japan and Russia, are expanding their fishing operations in the North Pacific and moving ever closer to our shores. It is more than a serious threat. It is a shocking reality. We are in no position to compete for markets or to make responsible treaties if we are handicapped through lack of knowledge which will become available if we seek it. Indeed, it is depressing to note that in 1961, the United States, for decades among the top three nations in the total catch of fish, has now for the first time dropped to fifth place behind Russia, Red China, Japan, and Peru.

AUKE BAY BIOLOGICAL LABORATORY

While I am discussing budget items concerning the Bureau of Commercial Fisheries of the Fish and Wildlife Service, I want to report, Mr. Chairman, that I recently visited the Auke Bay Biological Laboratory which is located not far from Juneau. I found the staff of the Laboratory knowledgeable and hard at work.

It needs additional laboratory space and warehouse facilities and it is my understanding that these items will be requested in the 1964 budget.

STUDIES ON YUKON RIVER

More pressing at this time is the immediate need for additional funds to complete the fisheries and wildlife studies on the Yukon River in connection with the great Rampart Dam project. This—which has the greatest potential of any one hydroproject under the American flag will generate 2½ times the power of Grand Coulee, and have useful concomitants in flood control and river navigation. Though larger than any other American project, it is no greater than several dams nearing completion and under construction in Soviet Siberia. It would begin in a substantial way the development of Alaska's tremendous but almost totally unused hydroelectric potential, less than one-fourth of 1 percent of Alaska's great river and lake resources have been utilized. Indeed, the only Federal hydroproject in Alaska is the Eklutna power project, of only 30,000 kilowatts which supplies power to Anchorage and two adjacent REA cooperatives all of which will shortly need more power. Just as in the other fields, Alaska as a territory was neglected by the distant Federal authorities while in the lower 48 States, Boulder Dam, Grand Coulee, Bonneville, Hungry Horse, and scores of other hydroprojects have long since been completed—essential concomitants of a modern society.

But whenever a big dam is to be built studies to record the impact on the fish and wildlife resources of the region are both essential and mandatory, and additional funds will be needed to complete these.

Particularly pertinent is the increased appropriation $1,075,000 of which $252,732 will come from Kennedy-Saltonstall funds, thus making a net increase of $822,268 for—so the item reads:

Research on fish migration over dams: To provide for expansion of effort with regard to emergency problems involving fish passage at high dams.

It is my hope that whatever portion of this item may be needed will be applied to the Yukon River fishery.

In his testimony before the House subcommittee, Donald L. McKernan, the able director of the Bureau of Commercial Fisheries of the Fish and Wildlife Service, pointed out that—

(1) Scientists have made solid progress in the fields of electrical guiding and the development of more efficient and economical fishways. This may be the answer to guiding the salmon fingerlings downstream to avoid injury or destruction in the dam's turbines.

(2) Studies have also shown that a reduction in the flow of "transport" water, a flow released to attract fish into a fishway. The 2 feet per second velocity, formerly regarded as minimal, has successfully been reduced to 0.7 foot per second, without loss in attraction sufficiency.

PROBLEM OF PASSING FISH OVER DAMS

(3) Finally as Mr. McKernan points out—the problem of passing fish over high dams has not been solved, and I quote his words:

> We need a tremendous surge of efforts to find ways of getting large populations of fish over these high structures—

and he adds the gratifying item that his agency has—

> launched a vigorous program in the area aimed at finding significant answers by the end of 1964.

Mr. Chairman, when we have succeeded in launching a man in space and orbiting him safely three times around the earth, I am confident that our scientists can also find the way of getting salmon over a 500-foot dam on the Yukon and on other American rivers. But funds should be made amply and promptly available to achieve this breakthrough.

Mr. Chairman, there has also been concern as to where ducks will nest when Rampart Dam is completed and a lake somewhat larger than Lake Erie will be created behind the dam. I am confident that as the Rampart Reservoir expands and slowly fills over an 18-year period that the ducks will find ample places in which to nest. In any event there is now a move afoot in various States to reclaim swampy areas which can be used for nesting ducks. If necessary that can be done, also, in Alaska.

NORTH PACIFIC HIGH SEAS AND INSHORE RESEARCH

Before proceeding to requests of other departments I did want to endorse the requested increase of the Bureau of Commercial Fisheries for $1,157,000 for North Pacific high seas and inshore research.

The sum of $510,000 will be used for biological research on salmon and related species in Alaska and the Pacific Northwest. I have mentioned to members of the subcommittee the need for wider research, including investigations to determine growth and mortality rates of fish families, their movements, and the effects of fishing.

Then there are various other fish items.

EXPENDITURES ON FISHERIES OF FOREIGN NATIONS

Finally, let it be noted that we have expended $13,787,064 on creating, or developing, or rehabilitating the fisheries of 21 foreign nations, some of whose fishery activities are actually competing with ours.

These countries are—

Republic of China
Indonesia
Philippines
Thailand
Vietnam
Ethiopia
India
Liberia
Pakistan
Turkey
Spain
Peru
Korea
Laos
Iceland
Yugoslavia
El Salvador
Tunisia
Somali
Cambodia
British Guiana

I for one cannot subscribe to the idea that we should do less for our own fishery resources. In this connection I would like to insert at the end of comments on our Nation's fishery needs and requests, a summary of our generosity in this field to other countries.

Senator BYRD. The Senator's request will be granted.

(The information referred to appears on p. 1161.)

PUBLIC HEALTH SERVICE

Senator GRUENING. After three quarters of a century of flagrant neglect of the health of Alaska's Indians and Eskimos, the responsibility for their medical care was transferred from the Bureau of Indian Affairs to the Public Health Service. Concomitantly the Territory of Alaska made substantial appropriations to combat tuberculosis, whose incidence in Alaska among its natives was nine times that of people in the 48 older States. A tremendous improvement in the war against "the white plague" has been registered in Alaska but there is less progress in the fight against other diseases.

The long heritage of Federal neglect in Alaska is graphically revealed by the life expectancy of Alaska's Indians and Eskimos. It is 30 years, as contrasted with 41 years for the Indian in the 48 States and 62 years for the national average of all people.

The work of the Public Health Service in Alaska has in part been handicapped through lack of facilities.

The budget for the Service this year includes two items of particular importance and benefit to Alaska.

1. Funds have been requested with which to purchase $550,000 in supplies and equipment for Alaska in advance of demand. This is extremely wise.

Such purchases might then be brought in before the winter season. It would be more convenient and it would insure the Service's having such supplies on hand when they are needed.

HOSPITAL AT BARROW, ALASKA

2. The Public Health Service requests $2,097,000 to construct a new 12-bed field hospital at Barrow, Alaska. I might add that the existing inadequate structure has been termed "nonacceptable" for the last 10 years.

The Public Health Service has, I am certain, told you of the existing facilities which seem incredible in this modern day and age. Barrow is one of the largest native villages in the State. Its 1,600 inhabitants live about 8 miles southwest of Point Barrow, the northernmost point in the United States.

The new field hospital would serve as a maternity, medical, and "holding bed" field hospital. Patients requiring surgery and specialized treatment would be flown to hospitals in Fairbanks and Anchorage.

LACK OF ROADS

I consider this expensive care and I am hopeful that as our scientific knowledge improves we will find it more feasible to expand the new hospital and eliminate the air transportation to cities further south. However, today there are no roads which connect Barrow to any other city. This, incidentally, is the plight of the majority of

Alaska's communities. It is painful heritage of a total 40-year exclusion of Alaska—from 1916 to 1956—from the benefits of Federal-aid highway legislation.

FOREST SERVICE

Alaska has more acreage set aside in national forests than any other State in the Union—20,742,224 acres. And yet, less funds by far are expended per acre on the protection and utilization of the national forests in Alaska than in any other State. This is of grave concern to me. Although I support the increase in funds requested for the Forest Service, I hope that it will carefully reexamine the formula under which these funds are allocated for use in the various States to make certain that sufficient funds are devoted to the multiple-use development of the national forests in Alaska. I ask that tables showing the distribution of the funds appropriated to the Forest Service be printed.

Senator BYRD. It will be done.

(The tables referred to appear on pp. 1166–1185.)

FOREST HIGHWAYS

Senator GRUENING. I am concerned also with the lack of forest highways and forest development roads in the national forests in Alaska. In the over 20 million acres of national forests in Alaska there are only 221 miles of forest highway.

This underdevelopment of the great national forests in Alaska has not come through happenchance. It has come about, I regret to say, because through the years as a Territory, the amount of funds which would have been spent on the development, protection, and utilization of these forest acres had Alaska been a State were taken from Alaska and used to develop and manage the national forests in other States.

One example will suffice.

In 1938, the appropriation of $9,333,333 of forest highway funds, apportioned to Alaska on the same basis as to the States, would have given Alaska $867,726. Instead, over the vigorous protests of Alaska's voteless Delegate, Anthony J. Dimond, Alaska was arbitrarily limited by the Congress to the flat sum of $350,000. This was not an economy measure. The money thus taken from Alaska did not revert to the U.S. Treasury. The $517,726 of which Alaska was deprived was distributed among the States. Thus has it been through the years. And a total of $8 million was thus taken over the last decade and has never been returned.

It is no wonder therefore that the great forest resources of the national forests in Alaska remain relatively undeveloped and inaccessible.

It is my intention to support and work for the early enactment of increases in the appropriations authorized to carry out the President's program for the development of our national forests. There is need to increase the authorized annual appropriations far beyond the amount indicated in the budget. The President's program calls for the expenditure of a total sum of $1,263,484,000 to be spent in the 10 years during fiscal years 1963 through 1972. There is great need for the authorization of $40 million for fiscal year 1963 to be increased

drastically—far beyond the $10 million increase which it is anticipated will be recommended.

I request that two letters addressed to me by the Forest Service relating to highways and development of roads in Alaska be printed in the record.

Senator BYRD. The Senator's request will be granted.

(The letters referred to appear on pp. 1186–1188.)

Senator GRUENING. I greatly appreciate this opportunity to testify before the subcommittee, and if any more information is needed, I will be happy to supply it.

Senator BYRD. Thank you, Senator Gruening, for a very good statement. The committee will carefully consider your requests.

Senator Williams of New Jersey, accompanied by Dr. Walford, Director of the Atlantic Marine Game Fish Research Center at Sandy Hook, N.J.

ATLANTIC MARINE GAME FISH RESEARCH CENTER

STATEMENT OF HON. HARRISON A. WILLIAMS, A U.S. SENATOR FROM NEW JERSEY

GENERAL STATEMENT

Senator BYRD. Senator Williams, you may proceed. You have a statement?

Senator WILLIAMS. I have a brief statement before I introduce Dr. Walford, Mr. Chairman.

Mr. Chairman, you and the subcommittee have been kind enough to give me this time to introduce the next witness, Mr. Lionel Walford, Director of the Atlantic Marine Game Fish Research Center which is located at Sandy Hook, N.J.

I appreciate this opportunity, because both Dr. Walford and the center are very welcome additions to the Garden State, and I have had the pleasure of observing both the center and Dr. Walford at work. In September of last year, when the center was dedicated, Dr. Walford and his staff gave me a thorough tour of the facilities there.

I was impressed, but I was even more impressed with Dr. Walford's speech during that same pleasant afternoon. He made it clear that even the rich resources of the ocean can be exhausted or reduced to the point of pathetic scarcity if we do not plan ahead and use the knowledge that research can give us. He gave one example after another of the disappearance of species once common, and he also said:

> We chronicle great events, politics and wars which often decide the fate of nations. But even greater factors are the changes in environment, soil, sea resources, and climate.

To make certain that we do understand what is happening to the resources of the sea, the center is observing changes that have gone unrecorded for too long. It seems to me that its work is a vital investment in the future of our Nation and our people.

Once we took from the soil and did not replenish it, and we nearly learned our mistake too late. We should apply this lesson in other areas, too.

The research center can help us understand what is happening to the game fish in our oceans, and the steps we must take to prepare for the even greater demands of the future. As Secretary Udall pointed out at the dedication in September last year outdoor fishing has become one of the large industries of our Nation and will continue to outstrip our population growth.

Clearly, we must accelerate the work of the center, and it seems to me that Congress had this in mind when it authorized $2.7 million for the research program in 1959. At that time, we had clear recognition of the enormity of the task. But, it is now proposed that expenditures for the next fiscal year be raised only $14,000 above the $160,000 granted for the first fiscal year of work there.

This, it seems to me, is putting a brake on progress. I believe that an appropriation of approximately $800,000 would far better meet the needs of the center and the Nation, and I earnestly hope that the subcommittee will give careful study to these needs.

And now, to give you a far more expert description of the work of the center, I'd like to introduce Dr. Walford. His qualifications are imposing. He has been an author, a consultant on nutrition to the World Health Organization, one of the great living authorities on the resources of the sea, and an editor of the Encyclopedia Britannica. He was head of the Washington Laboratory of the Bureau of Commercial Fisheries of the Fish and Wildlife Service, Department of the Interior, before taking his present assignment.

Incidentally, may I express my deep gratitude to the Department of Interior and to its Bureau of Sports Fisheries and Wildlife, for allowing Dr. Walford to appear before the committee today.

Dr. Walford.

Senator BYRD. Thank you, Senator Williams.

Dr. Walford, the committee will be glad to have your testimony.

ATLANTIC MARINE GAME FISH RESEARCH CENTER, SANDY HOOK, N.J.

STATEMENT OF DR. LIONEL WALFORD, DIRECTOR

GENERAL STATEMENT

Dr. WALFORD. I am going to tell you something about the dimensions of our problem. People from all over the United States fish for recreation and subsistence along the seacoast of every maritime State from Maine to Texas, from Alaska to California and Hawaii. They catch every kind of fish that will take a hook and line, and the number of species which they take is somewhere between 200 and 300.

At the close of 1960 they took nearly 1½ billion pounds of fish. Incidentally, they use many other kinds of fishes which are not game species which they need for bait—fish and invertebrates.

More than 95 percent of the fishes which are taken by recreational fishermen live on our Atlantic shelf. They spend their entire lives on the shelf. They migrate seasonally from far out on the edge of the shelf to very close along the shore into the estuary zone, which we call the inner zone of environment.

Now the number of fishermen and the intensity of fishing is increasing at a fantastic rate. That is to say, about 400,000 fishermen are joining the ranks of recreational fishermen every year. On top of

this, the growth of population and the spread of cities along our seacoast results in changes in the coastal environment and wreaks quite serious damage to the necessary inner zone of environment on which all kinds of coastal fishes depend for their existence.

This process is happening so fast, the processes of destruction by human activities, destruction by pollution, by filling in swamp area, by various modifications of the shore, that we have no records of the changes. Thus we are dealing with a conservation problem of vast proportions and which is changing in nature very rapidly. And we are looking ahead for generations.

Now in taking this long-range view, we may not be benefiting our own generation, but if people two or three generations back had started this sort of work we would be far ahead now.

Our question is how to sustain the productiveness of the coastal resources. The classical way of doing this is to design fishing regulations. For that we must have very exact knowledge about the life histories of the various kinds of coastal fishes. We have to have a continuous measure of the quantities and species caught.

Now commercial statistics are very good, but they tell us about only a fraction of the total take. On the average this fraction amounts to about half, but it varies greatly from species to species.

For many species the commercial statistics tell us about only a very small fraction of the total take. So we have to have a staff of field biologists along the coast to collect statistics on the catch, to gather biological information, to keep a constant record of the take of fish and of changes in environment.

There is certain basic knowledge which we must have on the life history of the species which we now do not have. We must know exactly the patterns of their distribution. I do not mean their total ranges, we must know precisely where the fish live, their rates of growth, the courses of their migrations, their responses to oceanographic conditions.

We have such information for a very small proportion of the total number of coastal species. But we must find ways of restoring the productiveness of the damaged inner zone, that is the coastal zone.

To begin with, we have to find out what damage has been done. This requires a survey of the present conditions and taking inventory of the animals and plants, the condition of the water. This must be done all around the periphery of the country. The area of the coastal wet lands which are essential to fertilizing the waters which the fish need for their nursery grounds must be measured.

And all of these records must be compared with historical records that we can dig up and find. And these are very skimpy, indeed.

Our question is what can be done to replace the productiveness resulting from the damage that we find. However, we will get our answer, I believe, by experimental work in the laboratory and in ponds where we can control conditions of water temperature and food. And thus we will carry on laboratory work for the experimental culture of microscopic plants which are the basic food on which all life in the sea depends, and for the culture of larger plaintain on which fishes depend and for the culture of larval fishes. We look ahead to these practical applications (1) pond culture of those fishes for whom the inner zone is a nursery ground and which are endangered by the dam-

age that is being done to the inner zone; (2) improvement of strains of fishes by selected breeding for rapid growth, disease resistance and other desirable qualities; (3) carefully controlled introductions of species into areas that are poor in sea life. There are several such along our coast; (4) improvement of shore wet lands to enlarge their nursery capacities. And finally, the development of planned programs for the regulation of fishing.

We do not have jurisdiction over fishery resources, but we would make recommendations to States through such organizations as the Atlantic States Marine Fishery Commission, Gulf States Marine Fisheries, Pacific Marine Fisheries Commission.

Senator BYRD. Does that complete your statement, Dr. Walford?

Dr. WALFORD. Yes.

Senator BYRD. Thank you very much for your statement.

Do you have anything else to say, Senator Williams?

Senator WILLIAMS. No, thank you, Mr. Chairman.

Senator BYRD. Senator Morse.

FOREST SERVICE AND BUREAU OF LAND MANAGEMENT

STATEMENT OF HON. WAYNE MORSE, A U.S. SENATOR FROM THE STATE OF OREGON

PREPARED STATEMENT

Senator MORSE. Senator Byrd, if it meets with your pleasure, I would like to put my statement in the record, along with certain inserts, letters, and exhibits, and just give you a very biref summary. Because it is a detailed statement and I know how carefully your committee goes over material that is submitted, and I think I owe it to you to put the statement in the record for your study rather than to take your time when you have all of these other witnesses, many of whom have come long distances, than present this in detail with you this morning, if this meets with your pleasure?

Senator BYRD. The Senator's wish will be granted.

(The statement referred to follows:)

Mr. Chairman and members of the subcommittee, it is a pleasure to appear before this subcommittee, as I have in previous years, to testify on the importance of appropriations to advance the conservation of our natural resources. Again and again this committee has demonstrated its understanding of our conservation responsibility in a most helpful way. It has consistently provided a level of appropriations designed to move ahead with vigor.

FOREST SERVICE BUDGET

The budget before you for the Forest Service represents a $14 million increase over last year. Within this overall increase there are many instances where substantial gains are planned but there are also several instances where the recommended level of appropriations will not fulfill the planned level for the program for the national forests.

When President Kennedy submitted the revised program for the national forests last September he made certain obesrvations; one was that the 1959 schedule was being broadened and intensified as it related to four important programs. These were recreation, timber management, roads, and the acquisition of tracts within existing national forests. He concluded his letter to the Congress with this observation:

"I am confident that this program will be carefully reviewed by the appropriate congressional committee and that significant progress can be made in this important field."

My testimony today is directed toward asking this committee to review whether the budget submitted conforms to the program estimates and in that review to make the necessary adjustments to bring the budget into conformance with that plan.

In the President's presentation a number of significant factors were set forth which in his judgment and the judgment of the Secretary of Agriculture and the Forest Service called for acceleration of the work of the Forest Service. I am sure that this committee has reviewed all of the recommendations and I need not reiterate these facts. On March 3, 11 western Senators set forth for the consideration of Secretary Freeman, several aspects of timber policies which are of concern to the forest products industry. On the question of the allowable cut in the national forest, I would like to include at this point in my statement the text of our letter on this point:

"There is an urgent need for immediate policy review to determine whether the allowable cuts accurately reflect the full potential for harvesting national forest timber. Certainly special attention should be given to those working circles located in areas where there is today a substantial demand for national forest timber and heavy mill capacity. It should be possible to set forth the ultimate or optimum allowable cut and to show clearly the extent to which lack of access, species, or tree utilization and unfilled reforestation and stand improvement needs hinder placing on the market the optimum amount of timber consistent with sustained yield. There should also be a clear understanding of the reason for selecting various rotation ages and other scientific factors which go into the computation of the allowable cut. There are many suggestions to increase allowable cuts, some of which may overlook basic conservation responsibilities. The policy announcements on allowable cuts should also reveal why alternative suggestions may not be feasible.

"We desire that this matter be given a top priority and request that you submit appropriate information to the Senate Committee on Appropriations, including a statement as to whether or not the proposed budget for 1963 will permit timely action."

In view of this request I trust that the Forest Service has advised this committee as to whether the budget before you permits adequate progress on this important matter. The basic problem which confronts us is the continuing and growing demand for national forest timber and the compelling necessity to proceed vigorously to assure that the allowable cuts on commercial forest lands in the national forests are quickly brought to their optimum level. This involves new inventory techniques, accelerated efforts in reforestation, stand improvement, better access, and improvement of utilization. We should insist that there be firm adherence to the principles of sustained yield but we should recognize that within this framework there is room for expansion of the allowable cuts.

This is of particular importance on those national forests which are near communities and which have a substantial capacity to convert standing timber to finished products.

In past years I have called to the attention of this committee the spirited bidding which generally exists for national forest timber. It is an essential part of the free enterprise system that there be an opportunity to compete and that there be, in fact, competition. However what we have been experiencing in the strong competition for national forest timber is a particularly unhealthy situation. In my State of Oregon the average increase over appraised price for national forest timber has been 27 percent and on one forest it reached as high as 84 percent. This is in the face of a long period when lumber prices have been declining. These are averages and thus it is obvious that within these averages there are even higher percentages. These facts indicate in many cases a desperate effort by individual firms to secure enough logs to stay in business. The situation is the direct result of the fact that the supply of raw material is less than the demand. The steps that we have urged will not only help to close this gap to the extent it can be closed, but also will provide better public information on the capability of the national forests in relation to the other timber sources in a given area.

Oregon has more than enough sawmills to effectively utilize the timber that could be offered for sale. Most of our mills are modern and we have a highly skilled labor force in the forest products industry.

There is no doubt that in the years immediately ahead our Nation's population is going to grow significantly. Thus even if per capita consumption of lumber remains the same the use of wood is going to rise.

There is also no doubt that our forests can produce more wood and this can be done under the concept of sustained yield if the level of management is raised. With the plants and workers in place it is economic folly to fail to provide the optimum amount of timber under sustained yield practices. When business fails because we have not closed the gap between supply and demand to the best of our ability, we destroy capital invested both by management and labor in plants, homes, and communities. But above all, we should not forget that the burden always falls harder on the workingman than on anyone else.

For the foregoing reasons I ask that should the Forest Service need additional funds to move ahead more vigorously on timber management, you give sympathetic consideration to its request.

Access roads

On February 26 of this year several of us from the Northwest asked the Chief of the Forest Service whether additional funds could be utilized for the program entitled, "Access Roads." You will recall that this road acquisition program was initiated by a number of us led by your colleague on this committee, the senior Senator from Washington, Mr. Magnuson. Earlier Senator Neuberger transmitted to you the identical response we all received from Dr. McArdle. He pointed out that an additional $4 million could be expended wisely and that this would result in the marketing of 300 million board feet of forest timber and the realization in 1 year alone of $5 million in revenues. When it is recognized that this income will continue in perpetuity, the appropriation of this additional $4 million becomes an expenditure we cannot afford to overlook. With regard to this program I would like to emphasize that it really has just one purpose—to assure the orderly harvest of national forest timber by making timely arrangements to utilize roads already constructed through the national forest by private companies.

In the Douglas fir region of Oregon and Washington there are almost 14 million acres of commercial forest land of which 7.8 million acres or 56 percent is in public ownership. There are 8 million acres of old growth timber and 65 percent of this timber is in public ownership. One Forest Service study shows that 3 billion board feet are lost annually in the region due to mortality in these old-growth stands. This loss equals 25 percent of the annual timber harvest in the region. It occurs because of a lack of an adequate road network. In an extension of this study the Forest Service found that it is both practical and profitable to construct needed roads well in advance of the final harvest of the timber. Interest, maintenance charges, and depreciation on capital investment can be met by returns obtained from timber salvage.

The situation which faces the Forest Service is a practical one. In many areas the demand for timber is great. In some areas there are private roads already serving the national forest timber. These should be made available. In some cases this will make it possible to increase the allowable cut. In other situations the allowable cut is already being obtained from another part of the working circle. Here the benefit will be to capture large losses due to mortality or to assure a better balance between summer and winter logging. Wise use of the forest resources requires that we place in the hands of the forest managers the flexibility to wisely crop the forest. This is what we seek.

Members of this committee may be aware that the Secretary of Agriculture on the advice of the Attorney General and at the direction of President Kennedy is in the process of making a careful and thorough review of Forest Service policies relating to access to the national forests. It is therefore essential during the pendency of this review that we continue to provide the Forest Service with the tested and proven means of offering some improvement in an extremely difficult situation. The $4 million we have requested will do this.

Recreation

I am pleased to note that the Forest Service budget for this year contains a substantial increase for recreation. It is my hope that the committee will also look at the extent to which the planned budget fulfills the requirements for the national forest program. Recreation is one of the fastest growing uses for the national forest. When Secretary Benson presented the program for the national forests to the Congress in 1959, he estimated that recreation visits would reach the level of 130 million annually by 1970. Since that time much new information has been developed, including that prompted by the Outdoor Recreation Commission. This enabled President Kennedy and Secretary Freeman to point

out to us last year that recreation visits by 1972 would reach almost 200 million annually. Recreational uses on the national forests in 1961 exceeded 100 million visits. This is a 273 percent increase over 1950.

Recreation is an important industry in Oregon and our national forests are a key element in its growth but national forest recreational use in Oregon is not as great as in some other States. All I will say to this committee is that if the situation is as critical in other States as I know it to be in my own, we are going to find it necessary to revise our estimates of what needs to be done and to raise our sights considerably. At this point, I would like to include in the record the opening statement from the annual report of the supervisor of the Willamette National Forest, Mr. David Gibney:

"Everyone has an interest in the national forests.

"You may not earn your living in the forest, and you may not play there.

"You may never visit a national forest * * * but your interest in this land is as strong as anyone's, for the national forests belong to you and its multiple benefits are yours as surely as if you worked or played there.

"From the national forests comes lumber for many products—water for power, industry and human consumption—forage for raising cattle and sheep, for food and clothing. On the national forests, in some of the most beautiful country in the United Sttaes, millions of people each year hunt, fish, camp, hike, and enjoy themselves in the outdoors.

"The forest has many uses and each of these is vital to the welfare of the Nation."

It so happens that this forest is one of the most active in the entire United States. Last year the Willamette National Forest deposited over $12 million into the Treasury of the United States. Its 1,600,000 acres were operated at a cost of less than $3 million. This national forest is a great national asset.

I know that this committee is busy and also that it is aware of many intimate aspects of national forest administration. Therefore, I will not place before you the entire report by the forest supervisor. However, I should point out that on this forest in addition to a vast timber business, there are now close to 860,000 recreational visits—triple the amount in 1956. This forest is the third ranking forest in Oregon in recreational use. The Deschutes and Mount Hood have even heavier use.

One of the most pressing needs that exists on the Willamette Forest is the making of an adequate provision for the development of the great recreational potential in the Waldo Lake area, high in the crest of the Cascade Mountains. This area has been the subject of a great deal of careful deliberation by many people of my State with a genuine interest in sound multiple-use forest management. My estimate of the sentiment of the people in my State is that they want a rational development which places heavy emphasis on promoting the highest degree of well-rounded recreational opportunity. I am convinced that the necessary investments in roads, camp grounds, boating, and similar facilities in a situation which permits ready access in part of the area and trail access in the balance will produce what we all desire. I might point out that there are a number of unique scenic and scientific spots within the high mountain areas which demand most careful land-use planning for their protection.

The entire question of how to proceed is being actively studied by the Secretary of Agriculture, and he has placed this responsibility in the hands of his capable assistant, Dr. George Selke. I hope that the budget will permit moving ahead early next year following the completion of the analyses now underway.

The Willamette National Forest is an excellent example of a forest which offers a major challenge to the successful application of the principles of multiple use. It is one of the most ideally suited for recreation and it is one of the highest priority forests for the application of the most modern techniques in timber management.

The waters which are stored in this national forest are of an inestimable value to all of Oregon and it is the site of a number of major water utilization projects.

I am advised that to place the national forest program on schedule for recreation development in Oregon alone would require the appropriation of an additional $361,000. The national total would be somewhat higher. There are additional funds needed for recreation roads in the amount of $250,000. One of the major needs in recreation right now is to provide the full scheduled amount for the 1963 level of the national forest program for recreation, and I hope that the committee will see fit to do this.

Winema National Forest

As a result of action by the Congress a substantial part of the Klamath Indian Reservation forms the heart of a new national forest in Oregon, the Winema National Forest. I would like to call to the attention of the committee the efficient transformation of this property to national forest management without the development of any major problems. This action deserves the highest commendation. The Bureau of Indian Affairs, the Forest Service, and the local people who were intimately concerned with the use and management of these lands share in the credit.

National forest research

On February 15 the Senator from Mississippi, Mr. Stennis, called for an extensive and enlarged forest research program for the consideration of the Senate and this committee. I am gratified that the budget contains an item of $80,000 for an addition to the Laboratory at Corvallis, Oreg. This will greatly facilitate the growing of experimental trees for the national forests. One of the disappointing aspects of the budget before us is the proposed reduction in research construction funds and the very modest increase programed for forest research. Due to favorable action by this committee two new Laboratories are coming into operation in Oregon, one in Corvallis and the other in Bend. These Laboratories will make valuable contributions in the years ahead but only if they are adequately staffed and equipped to do the job for which they are intended.

One item which is greatly needed is the sum of at least $300,000 for commencement of work on a $500,000 Range and Wildlife Habitat Laboratory at La Grande, Oreg. On March 12, 1962, the Oregon State Board of Higher Education considered a long-term lease on a 4-acre site on the Eastern Oregon College campus for construction of a laboratory, greenhouse, and other facilities for range and wildlife habitat research. I have every reason to believe this lease will be approved.

The construction of this Laboratory would greatly benefit the forest and range research program in the Northwest where a critical need is for methods to maintain or increase productivity of grazing lands and to devise management practices whereby livestock and game production, timber growing, watershed management, and outdoor recreation can be compatible. We urgently need better information to enable us to best balance these interrelated land uses.

The proposed research involves construction of a modern laboratory, approximately 15,000 feet in area, with greenhouses and storage facilities. In the 10-year period ahead these facilities would house 18 scientists and supporting personnel. These scientists would deal with two important lines of research—range management research and wildlife habitat research.

The State of Oregon has more than 25 million acres of forest and range land now being grazed either by livestock or by big-game animals. I am personally acquainted with the pressing need for studies to determine ways to increase the carrying capacity for grazing animals on public and private lands in this area and to more quickly restore them to their full fertility and water-holding capacity. For example, on summer ranges, 30 percent of gross forage production is taken by big game on ranges used simultaneously by cattle and sheep. Later in my discussion of the Bureau of Land Management budget, I would like to make some further observations in the value of research.

A greatly expanded research program is needed to determine proper degrees of forage utilization, more uniform forage use, and best systems of grazing on mountain meadows, forested ranges, and winter desert ranges. Also urgently needed are studies of the impact of grazing on forest regeneration, extent of competition between game and livestock, and methods of growing browse on big-game ranges both in the mountains and on winter ranges throughout eastern Oregon. Basic knowledge of the reactions of forage plants to grazing and other land uses is fundamental to all recommendations for resource improvement. A well-equipped laboratory is essential in these investigations which should include studies of food reserve mechanisms, nutritional requirements and growth responses of forage plants, and the responses of plants to different soil types and soil fertility levels.

We made a good start here, but we have only three scientists on the job and working with inadequate facilities.

Last year a number of us also were successful in getting the Secretary of Agriculture and the Secretary of the Interior to initiate a range appraisal study in the West. This study is now underway and an increased research program

is needed to permit a more complete and timely job in solving the knotty problems in management of the range resource. The proposed Range Management and Wildlife Habitat Research Laboratory at La Grande would not only assist the present research staff but also would provide modern facilities for an expanded research organization to work on the most pressing current problems. Their work would bring to the Northwest the much needed technical applications of the latest developments in range and wildlife habitat research.

We have good work going on at Squaw Butte under the Agricultural Research Service, and I point out that the ARS program complements the work of the Forest Service and is fully coordinated. The expansion of ARS work is, of course, before your agriculture subcommittee. I believe there is a sense of urgency that must be met, and I hope you will act with favor on this request.

Oregon communities recognize the importance of their natural resources and are extremely desirous of cooperation in furthering forest research. La Grande is offering to cooperate in a material way in the early development of a necessary laboratory facility in that community. As evidence of the strong support of local interest, I am pleased to enclose a letter in support of the La Grande Forest Research Laboratory addressed to me by Mr. David Baum of the La Grande Chamber of Commerce. Also enclosed for inclusion in the record is a wire addressed to me by several leading Oregon ranchers: Messrs. Bill Cooper, W. H. Woodruff, Charley Hibbert, and Gilbert Courtright, of La Grande, and Messrs. Odin Miller, Arnold Edvalson, and August Zaugg, of Union, Oreg.

In addition, I should indicate to the committee that I have had conferences with a number of community leaders of the Roseburg, Oreg., area. They have informed me of the strong local interest in establishment of a forest research laboratory in Roseburg, Oreg. Although this laboratory is not scheduled for construction this year, I believe that it should be established at the earliest possible date. The committee can be sure of complete cooperation from the people of Roseburg on this meritorious project. I would like to request that the committee include in its recommendations substantial funds to make a commitment of $50,000 toward early construction of the Roseburg laboratory.

Finally, on the subject of research, I would hope that this committee would look with favor on the proposals submitted by Senator Stennis for a substantial increase in forest research. For example, one improvement that can be effected with additional funds is the undertaking of vital watershed management research on the Andrews Experimental Forest outside of Eugene and the increasing of the level of research at the new Corvallis station.

Helicopter logging

I have had extensive discussions with public-spirited citizens of my State on the opportunity that exists to use helicopters to log timber. If a decade ago I had come before this committee and suggested that we invest money in a practical demonstration of helicopter logging, I suspect that there would have been scant enthusiasm. Today, however, helicopters which can lift about 10 tons are coming into full operation. We have already seen what helicopters can do in firefighting and in many other important jobs; for example, small helicopters are "planting" telephone poles and powerline poles right now in the rugged inaccessible Rogue River, Oreg., country.

The members of this committee know well the strong support I have consistently given the timber access roads. I intend to continue to give this support because we must expand and improve the forest road network. However, we do have within sight the opportunity to revolutionize—and I use this term in its constructive sense—the logging industry through the use of the helicopter. We can eliminate thousands of miles of spur roads. We can also eliminate the effects of erosion which come from both high lead and tractor logging. We can reduce the areas lost to productivity through spur road construction and the erosion and siltation that these roads often produce. In short, helicopter logging can bring benefits of immense proportions.

What we need to do at this time is to press ahead vigorously with forest experiments so that we can find out as rapidly as possible how the helicopter can be adapted to logging. At this juncture through cooperation with helicopter manufacturers and the Department of Defense it may be possible during the coming fiscal year to get actual feasibility tests underway. To this end, I would appreciate it very much if the chairman would have the Forest Service submit at the earliest opportunity its estimate of the cost of employing a helicopter firm on a contract basis to conduct tests which the Forest Service might

find feasible. Thus the committee would, I think, want to include a directive to the Forest Service which would affect the conditions under which these funds might be expended. I am exceedingly anxious that we move vigorously, but I am also anxious that we move wisely.

These immense helicopters are extremely costly, even on a contract basis, and the operational problems associated with applying them to logging are not solved. What I seek is to have this committee put the Forest Service in a position to move as soon as the facts and circumstances indicate that there can be a soundly conducted feasibility test on the application of the helicopter to logging.

BUREAU OF LAND MANAGEMENT

The budget presented by the Bureau of Land Management included an increase of approximately $8 million over last year. In my judgment, this is a minimum increase. I can report to this committee, however, that the forest program on the Oregon and California revested lands is proceeding with a high degree of efficiency. The increase provided will assure this forward momentum and I strongly urge the allowance of the funds requested. It is estimated that during the coming year revenues in access of $32 million will be realized from the sale of 1 billion board feet of timber from these lands. When this tremendous income is measured against the $4.1 million budget it is evident that even after taking into account payments made to the counties, the Federal Government is receiving a handsome return both on past investments and operating expenses.

Grazing

In 1959, when I appeared before this committee, I pointed out that the lack of adequate appropriations was developing an extremely harmful situation in the administration of grazing lands by the Bureau of Land Management in eastern Oregon. A comparison of the vast grazing holdings of the BLM with its forest holdings and the budgets for each provide conclusive evidence that the funds for administration and management on grazing lands have long been substantially below minimum standards.

The Bureau has continued to make its range surveys and these often have resulted in proposals to substantially reduce permit grazing. Decisions such as these are working extreme hardship on range permittees, a number of whom are scheduled for cuts in use of 50, 60, and even 70 percent in their permits. The matter has received my personal attention and that of my colleague in the House, Congressman Al Ullman. We have met on the ground with the cattlemen, with conservationists, and with Government employees, including research specialists. Our eastern Oregon range has been largely converted to a cheatgrass range and this grass does not provide the type of dependable forage which both livestock and game require.

I have a request before the Agricultural Appropriations Subcommittee for a modest increase in research funds for the Agricultural Research Service. However, the extent of our knowledge today is such that it is not necessary to await the results of research before pushing ahead vigorously with improved management techniques. I recognize that the President's budget for this year provides for increase in range administration and soil and moisture conservation. The cooperation that I have received from this committee, and particularly Chairman Hayden, in my effort to bring about immediate rehabilitation of burned over rangeland has resulted in the inclusion in the budget of provisions that will assure funds to meet these emergencies.

I propose that we now take another forward step and it is in line with recommendations which I have made earlier and which have been adopted in part through the actions of this committee. The Bureau of Land Management desperately needs a more adequate appropriation for soil and moisture work and range administration.

The Bureau should be in a position where it can place into effect range rehabilitation programs and in the process hold to a minimum the reduction of permitted grazing use. To put it another way, the budget for the Bureau of Land Management in this activity should be geared toward realizing in the next 10 years the capability of these lands to carry double the present quantity of livestock and to meet fully our requirements for game management. Therefore, I request that an additional appropriation of $2 million be made to be expended in areas where range surveys indicate a need to reduce permitted grazing use or where wildlife demands cannot be met at the existing level of range condi-

tion. These funds would be used for reseeding, the conversion of cheat grass range to crested grass, the elimination of sage, fencing, and water development and more adequate cooperative management to assure proper utilization of the range. One example of the type of situation needing attention is the conflict between the use of bitterbrush by livestock and deer on deer winter ranges. For example, one study has shown that deer have overused certain areas. Research shows that the application of sound game and livestock management practices coupled with real improvements in the condition of the land can bring about a resolution of these problems.

I have had further conversations with Secretary Udall and Assistant Secretary Carver on ways and means to improve not only land management but cooperation between various groups.

As the members of this committee know, range conditions are not the same in every part of the Nation. One study showed that removing cows from a range in the Southeastern United States measurably increased the capacity of the land to grow beneficial grasses. Another study in Utah and the studies at Squaw Butte in Oregon show that removing the cows does not result in the range coming back. In still another study it has been shown that on certain western ranges the presence of rabbitbrush actually increases the production of crested wheat grass. This is contrary to one of the long-held views that brush reduces grass production. Rabbitbrush has a tap root that can drive down for water but it has poorly developed lateral roots. The crested wheat thus has no competition from rabbitbrush and thrives under and adjacent to rabbitbrush. On the other hand, big sagebrush measurably reduces the effectiveness of crested wheat grass and drives it out. In still another study it has been shown that rodents can be a primary cause of plant cover deterioration. Where livestock only had been excluded there were no marked changes in vegetative cover after 20 years but where rodents had been excluded there were marked changes in plant cover.

Therefore when I contend that cuts in range use will not always improve the range I am following the judgment of dedicated and trained researchers. The range manager must recognize the total biotic relationship. No range manager would expect to keep deer off the range with a 2-foot fence. Why should he try to restore the range for livestock and game by taking a step that just doesn't bring about the restoration?

I would like to have included with my remarks a copy of a letter I just received from an Oregon rancher, Mr. Merle Cummings. I think this letter is typical of the constructive approach that the majority of the ranchers in my State have exhibited. As Mr. Cummings points out, many of the ranchers accept the cuts simply because they believed there was no use in appealing the decisions. Mr. Cummings goes on to say, "To me this is a dangerous attitude and if permitted to continue could threaten the very democratic foundations of our free system of government.

Whenever I find that a citizen has reached the point where he thinks that it is no use to appeal a decision even though he thinks he is right, then I feel it is time for the Congress to take notice. We are protecting the basic foundation of our system of government when we show a citizen that he can get a full and fair hearing. My goals in the review I have made of the problems of our ranchers have included attention to this very vital consideration.

Mr. Chairman, I ask each of you to read this letter from Mr. Cummings. I am sure that you will then agree with the case I have made for additional range funds.

The provision of additional funds will be helpful and I have the assurance that the Secretary of the Interior intends to proceed vigorously to achieve better cooperation and constructive improvement. I ask this committee to help on this matter as it has so capably in the past.

WESTFALL, OREG., *March 5, 1962.*

Hon. WAYNE L. MORSE,
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: I am writing to thank you for the copy of that part of the Congressional Record containing your statement presented on the floor of the Senate in regards to your policy in the controversy between the users of public lands for grazing purposes and the BLM and the Izaak Walton League.

It is very heartening to the ranchers to get the support of their Senator and realize after many years of abuse both publicly and privately by the BLM and

certain uniformed and misinformed private sporting groups to say nothing of the general public, to finally get some unbiased support from someone genuinely interested in our problems.

When we were informed by the BLM of these large cuts in the early spring of 1961 it was as if someone had cut the very ground out from under us as far as our livelihood was concerned with very little if any chance to get an unbiased hearing on our case. In the minds of many segments of the general public we were already judged as guilty in the destruction of the public ranges and prior hearings on appeals of range adjudications had been unsatisfactory as well as expensive to the permitees.

A number of permitees had accepted the terms of the BLM, not because they believed that they were right, but simply because they believed that there was no use appealing the decisions. To me this is a dangerous attitude and if permitted to continue could threaten the very demoncratic foundations of our free system of government.

I believe you have done a great service to our citizens in getting this matter out before the general public where the facts can be appraised for their true values rather than through misleading propaganda. After talking to some of my neighbors I am convinced that their faith in our Government has been renewed.

Certainly I do not write this to imply that there has not been abuses in some cases or that there is not room for improvement on our public range lands. I believe in conservation and the majority of the livestock industry believe in conservation and restoration where possible and by all methods consistent with good range management.

In closing I would like to convey to you our heartfelt thanks for the opportunity to get our case out before the public in an honest and dignified manner. We believe in the future of our industry and that in most and perhaps all instances the future of the public ranges can be maintained and improved where improvement is possible without crippling reductions in carrying capacity.

Sincerely,

J. MERLE CUMMINGS,
President, Westfall Range Users Association.

SUMMARY

This subcommittee and its comparable subcommittee in the House have done an outstanding job of providing the funds needed to meet the growing challenges for public land use and development. In my travels through Oregon I have seen numerous positive examples which clearly demonstrate the wisdom you have shown over the last several years. The growth of our population and the demand upon our natural resources, however, have exceeded past estimates and thus the substantial increases that we have made are not readily apparent to one who is not familiar with the action taken by the Congress. If the Congress had not consistently provided for the Forest Service and the Bureau of Land Management funds in excess of the budget estimate, the gap today between needs and requirements would be extremely wide. It is the rapid increase in use beyond our expectations which must guide the action we take. Unless we make the needed investments in conservation now, we will not reap any dividends in the future. I know that this committee, as it has in the past, will demonstrate its understanding of the needs which the future will place upon us.

LA GRANDE, OREG., *March 13, 1962.*

Senator WAYNE MORSE,
Senate Office Building, Washington, D.C.:

Some people are interested in big-game animals. Some are interested in domestic animals, all are interested in feed for these animals. Some come from the local area to hunt, also from neighboring States and from afar. There are those who shoot to kill while others are interested in taking pictures of these animals, some people wish merely to observe them in their natural habitat. These animals must eat. There must be maximum improvement of soil and vegetative growth before there can be maximum use.

Every day the supply of food on our ranges becomes more inadequate for the desirable increase in big-game numbers, if we are to continue to supply this Nation with big-game-hunting participants in this sport.

Nearly 50 percent of the State of Oregon is controlled by the Federal Government at this time. There are no new frontiers of virgin land on which to place these animals. Basic research is a possible answer.

We sincerely hope you can convince Congress of our need for a laboratory at La Grande. We wish you every success, and thank you for your appreciation of the importance of our problem.

W. H. COOPER.
ODIN MILLER.
ARNOLD EDVALSON.

LA GRANGE, OREG., *March 13, 1962.*

Senator WAYNE MORSE,
Senate Office Building, Washington, D.C.:

The people in this area need a research laboratory. We are in trouble and unless we have adequate facilities for further research both game and domestic animals must continue to be removed from the ranch lands in ever-increasing numbers primarily because of accelerating soil losses due to long continual overgrazing. For instance, of the Minam and Eagle Cap Wilderness Area the Oregon Water Resources Board reports "the soil is seriously eroding." We think this is an understatement. More appropriately it might be called a blighted area, possibly one of the worst in the State.

A completely new vegetative cover needs to be established. A new research laboratory should help.

We wish you success in presenting this before our friends in Congress. Thank you for being interested.

CHARLIE HIBBERT,
AUGUST ZAUGG,
GILBERT COURTRIGHT,
W. H. WOODRUFF,
Union Soil Conservation District.

BAUM INSURANCE AGENCY,
La Grande, Oreg., February 22, 1962.

Hon. WAYNE MORSE,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: The La Grande Chamber of Commerce and our industrial development corporation have been working for some time with the U.S. Forestry Service and Department of Agriculture for the establishment of a forest and range research laboratory in La Grande. On March 12 and 13 the State Board of Higher Education is meeting and one of the items they are going to consider is the granting of a lease to the U.S. Government for the construction of these facilities on the Eastern Oregon College campus. It is estimated that the original wing may cost approximately $200,000 but ultimately there will be an investment of $400,000 in the building. This will mean the employment of 8 to 12 professional people plus additional clerks and stenographers

As you can gather, we are extremely interested in securing this facility for our community. On March 3 to 13 Robert W. Cowlin, Director of Pacific Northwest Forest and Range Experiment Station, will be in the U.S. Forest Office in Washington, D.C., for a series of conferences. He would be most happy to discuss this matter with you at your convenience if you would so advise. He can be reached through the Forestry Office.

May I say that the La Grande Chamber of Commerce would appreciate anything you could do to expedite this matter once the lease is approved between the Forestry Department and the State Board of Higher Education. May we please hear from you on this matter.

Sincerely yours,

DAVID C. BAUM,
President of La Grande Chamber of Commerce.

ACCESS ROADS

Senator MORSE. I only want to comment on one or two points very briefly.

I have covered the program for the Forest Service and the Bureau of Land Management as that program affects the interests of my State from a good many angles, as you will see when you go through my statement. But I want to make this comment on the problem of access roads.

I have, Mr. Chairman, since I have come to the Senate, now going on 18 years, made access roads one of my major efforts. I have offered a good many amendments to the appropriation bills and legislation providing for increases in funds for access roads because I know when I do that I am saving the American taxpayer's money.

It is a very simple thing, as you know, coming from West Virginia. We look upon our timber as a crop, scientifically harvested. When you permit a body of Federal timber to override, to become diseased or wind blown, and do not get it out, you are wasting the taxpayer's money. So I have been heard to say, almost ad nauseam here for years, I am proposing a sound economic program when I am asking for increases in access road money. Each year I ask the Forest Service to tell me what they could efficiently and effectively spend if the money could be made available.

That is the money I always ask for. Of course, as the Senator from West Virginia knows, they have two bosses, the White House and the Congress. In response to the White House boss they have to cut their cloth in accordance with the budget figures given them. With respect to the Congress, they have the duty to give us the truthful answers as to what they could efficiently and effectively spend.

You will find in my statement that Dr. McArdle has said in answer to our question this year: "We could spend wisely $4 million more than you will find in the budget request." That is what I am asking for.

I discuss in the statement as to what this would mean in taxpayers' savings in this country. We are just wasting millions and millions of dollars, which leads me into a very brief comment on the so-called allowable cut.

Mr. Chairman, we are not cutting up to the allowable cut. I want to say that the allowable cut figure, and I speak respectfully, has become somewhat meaningless in our forest program in this country today. It is one thing to say this is the allowable cut, but the important question is: How near do we come to it? And we fall far short of it in forest after forest. One of the reasons we fall far short of it is we do not have the access road to get into some of it, and the other is we do not have the personnel, so the Forest Service says, to get into it. Although again, most respectfully, I say sometimes we have to ask for more personnel than the Forest Service has in its budget.

I am for giving them all the personnel that they can efficiently use in the economic interest of the taxpayers, and I think that ought to be enlarged, as you will see in the statement that I propose.

Now, the access roads problem is a very serious one, in that I am a strong supporter of the idea that access roads by and large should be built by the Federal Government and not by the timber companies.

There are exceptions. You have to have a dual program here. I am not saying that all access roads should be built by the Government, but I am saying most of them should for two main reasons, Mr. Chairman.

When you sell Federal timber, put Federal timber up to bid, with the understanding that the bid is going to have to include responsibility on the part of the purchaser to build an access road, you just squeeze the little fellow out many, many times. He cannot go into a roadbuilding program. And wherever you find that it is going to result in an undue advantage for the big operator, and to the detriment of the smaller mill owner, the Federal Government ought to go in and build the road.

My second point as to why I think the Federal Government should build most of these roads is because they should be roads that do more than just get logs out. If marketable use is going to be the objective of our public land program, and it should be, then these roads have to be built to standards where they can be used as recreational roads, as ancillary roads to regular highways, as long-term fire-control roads. And you cannot, I do not think, justifiably ask the timber company to build the road as part of the purchase arrangement and build it to standards that are going to serve purposes far beyond what they need in order to get logs out.

So when you are in those areas, where that kind of an access road ought to be built, I think clearly the Federal Government ought to build the road. And you will notice I discussed that in my statement and make certain recommendations in regard to it.

Now I want to point out, I make certain suggestions for increases in recreational facilities. Mr. Chairman, recreation as a source of income and taxes for the Federal Government in the great public land areas of this country, where the land is owned by the Federal Government, is soon going to become a greater source of income than the income from the timber itself. Most of the writings which I have read on the subject from the experts indicate that is the trend. So it is only going to be a matter of a few years before this great increase in population, the automation program with a great deal of leisure time on the part of millions of people, is going to result in a great surge of recreationists into the great natural resources of this country.

RECREATIONAL EXPENDITURES

There is a need for speedup in recreational expenditures. I am delighted that the recommendations before you from the departments, particularly the Bureau of Land Management, show some increase in the recreational funds—I do not think enough in order to meet these needs.

I want to say here again, it is an old argument, and you have to watch out that people do not say, "Well, it is almost a platitude in this argument." It is a sound, economic argument, Mr. Chairman and Senator Aiken, that the money which you spend for these recreational facilities will be a wise expenditure in that it will result in return, it will pay back into the Treasury many times the cost of the expenditure. And with me that is the test: Is this an economic expenditure that we are asking for in the first place?

And secondly, is it an expenditure that will serve a needed public purpose.

I respectfully submit to you gentlemen that my recommendations in my long statement here on recreational needs can be substantiated by the facts.

WILDLIFE HABITAT LABORATORY AT LA GRANDE, OREG.

I take you now to page 10 of the statement, on which I just comment on national forest research. I want to pay my respects to the Senator from Mississippi, Mr. Stennis, for his leadership in this matter of forest research. He is doing a magnificent job in the Senate. I have stood with him shoulder to shoulder. Because here again is another wise expenditure.

At the bottom of page 10 I say:

One item which is greatly needed is the sum of at least $300,000 for commencement of work on a $500,000 range and wildlife habitat laboratory at La Grande, Oreg. On March 12, 1962, the Oregon State Board of Higher Education considered a long-term lease on a 4-acre site on the Eastern Oregon College campus for construction of a laboratory, greenhouse and other facilities for range and wildlife habitat research.

I discuss it in greater detail.

I am filing with the committee, Mr. Chairman, a statement of Prof. Charles W. Quaintance of Eastern Oregon College in support of this La Grande laboratory, and I would appreciate it very much if this statement can be read into the record.

Senator BYRD. You may proceed, Senator Morse, to read the statement into the record.

Senator MORSE. I also have statements, Mr. Chairman, and I will not take time to read them into the record, from Odin Miller, Arnold Edvalson and Mr. Woodruff, and others.

(The statements referred to appear on p. 1211.)

STATEMENT OF PROF. CHARLES W. QUAINTANCE

Senator MORSE. Professor Quaintance' statement is as follows:

I urge you to support the proposal to establish a range and wildlife habitat laboratory at La Grande, Oreg. I am certain that from your interest in and association with the Oregon livestock producers you are aware of the laboratory's value in helping to solve the range management problems in the Pacific Northwest. And I, as a professor of wildlife science, would like to assure you of the laboratory's importance to research on the big game forage problem in Oregon and the Pacific Northwest. Both domestic and wild grazing animals are important western resources and we urgently need research information on the forage plants and the extent of competition or of compatibility between big game and livestock which use the same lands whether they be mountain watersheds or desert ranges.

Much fundamental botanical and range work is needed to strengthen the modest research program at La Grande. A modern laboratory is essential to scientists of various disciplines in their studies of how best to produce, manage, and replenish the herbaceous forage and valuable browse plants on the various northwestern range soils and under various types of grazing use. I trust construction of this laboratory can be started soon on the campus of Eastern Oregon College.

Mr. Chairman, I would like to take a half second to ask Professor Quaintance to simply rise so that the committee will have a chance to see him. Because he is one of our experts on this whole matter of

wild life in the West. He is a very reliable scientist, and his support of this laboratory is all the senior Senator from Oregon needs to know because of my long acquaintance with his scholarship.

Thank you, Professor Quaintance.

I close this comment on this laboratory by saying this is a sound one, and I strongly urge that the committee give it its favorable consideration.

FOREST LABORATORY AT ROSEBURG, OREG.

You will also note that I urge here in this statement a forest laboratory for Roseburg, Oreg. That speaks for itself on page 13. The committee can be sure of complete cooperation from the people of Roseburg on this meritorious project.

I would like to request the committee include in its recommendations substantial funds, make a commitment of $50,000 toward early construction of the Roseburg laboratory.

I shall not take time to cover the rest of my statement as it speaks for itself, other than to stress this, Mr. Chairman and members of the committee, that we have a problem with the Bureau of Land Management. The Bureau of Land Management has a great program of work to do in the public domain of the West. It needs all the hope and all the help that we can give it. Here again it is a sound expenditure of Federal money.

There is great controversy over the Bureau of Land Management in the West at the present time in respect to range rehabilitation. I want this record to show that I am seeking, along with my colleagues on the delegation and members of other western delegations, to find a solution to controversies that have arisen between the stockman and the Bureau of Land Management.

DEVELOPMENT OF WATER FACILITIES

We have a large delegation in Washington meeting today. I am sure we are going to work out a satisfactory program. But essential to it is providing the Bureau of Land Management with the necessary personnel, providing them with the necessary amount of funds for the development of water facilities. Because this is one of the greatest needs in the public range of the West. You cannot rehabilitate the range unless you can provide the adequate water resources for the stock and the wildlife.

And let us not overlook what the wildlife does. There is always great comment about what grazing cattle may do to the land by way of overgrazing. Although, may I respectfully say, the proof as to overgrazing by the cattle has not been very convincing to date to those of us who have been going into this problem, and we are going to have some public hearings on this problem in the Senate under the leadership of Senator Bible, of Nevada, later. But I want to stress that you give careful consideration to the budget needs of the Bureau of Land Management because they are the conservators of a great wealth of the American people known as the public domain. And unless the Bureau of Land Management can get the funds necessary to eliminate the sagebrush, to protect the range from fire, to do the reseeding, to do the fencing, to supply the waterholes that are necessary, we are going to see that public range deteriorate.

And let me, as I close, stress this before the committee: Please do not accept the assumption that if you just do not graze the range it will rehabilitate itself. There is nothing you can do worse for the range than just neglect it.

Careful scientific grazing of the range is essential to its development.

I can take you, for example, out to the Squaw Butte Experiment Station and I can show you land on which there has not been a mouth or set of teeth since 1936, and across the fence I can show you a range which has been carefully grazed, and it is the range which has been grazed that is good. The range that has deteriorated is the range on which there has not been any grazing.

And, fiction writers to the contrary notwithstanding, you are not going to have the grass as high as the stalks if you just do not graze it. You are going to have a destroyed range if you follow that course of action.

It is part of the controversy we are involved in, in how to rehabilitate the range. My plea to this committee is, I am only asking for an economical expenditure of money. I am simply saying that if you do not give the Bureau of Land Management such sums as we are recommending, you are going to, in my judgment, cheat the American taxpayer in the long run.

The statement will have to speak for itself. I ask to have the various insertions attached to it included in the record.

Senator BYRD. It will be included in the record.

Senator MORSE. Including a letter from J. Merle Cummings, president of the Westfall Range Users' Association, which goes into some of these range problems that I have discussed.

Senator BYRD. The letter will be included in the record.

(The letter referred to appears on p. 1210.)

PROBLEM OF CONTROL OF STARLINGS

Senator MORSE. And lastly, if you will give me another minute, I now turn to a further subject which has occasioned concern among Oregon holly growers, the State department of agriculture, and certain feedlot operators.

Basically, these individuals and agencies are urging that the Senate Appropriations Committee supply an additional appropriation of $200,000 for the control of, principally, the starling.

I was not aware of what the starling is doing in regard to this part of our economy until I got into it.

Mrs. Arnold H. Leader, president of the Oregon Holly Growers Association, Inc., has provided me with a set of color photographs which give pictorial evidence for the need of this appropriation.

I ask unanimous consent that as part of my statement there be included copies of correspondence on this point which document the need for this appropriation.

Senator BYRD. The correspondence will be included.

(The correspondence referred to follows:)

STATE OF OREGON, DEPARTMENT OF AGRICULTURE,
Salem, February 9, 1962.

Hon. WAYNE MORSE.

DEAR MEMBERS OF OREGON CONGRESSIONAL DELEGATION: As you know, starlings have caused increasing damage and losses in recent years to crop and livestock production in Oregon and other Western States. In Oregon, the heaviest losses

have been to holly production through damage to the foliage, and to livestock production through robbing and contamination of feed in feedlot operations.

In spite of a joint Federal-State program of control measures here in Oregon during the past 3 years, our population of starlings and damages caused by them have mushroomed each year. A principal limitation to control has been the lack of adequate research to develop safe and effective control materials and methods.

The Denver Wildlife Research Center has been doing as much as possible with the limited funds available, in screening chemicals for safe usage in starling control work. However, a greatly stepped up program is needed if they are to be enabled to get on top of this problem before enormous increased damages occur.

We understand ricegrowers and others from Southern States recently have presented the House Appropriations Subcommittee with their needs for blackbird control, and have requested a $200,000 increase in Federal appropriation over the normal budgeted figure for bird research during the coming year.

Due to the greatly increased losses from starling damages to western crop and livestock production, I wish to join with California Director of Agriculture Charles A. Paul and others in urging a further increase of $200,000, for a total increase of $400,000 in Federal funds for research during the coming year on starling control and eradication in the Western States.

Your efforts in this matter will be greatly appreciated in behalf of Oregon and western agriculture.

Sincerely,

J. F. SHORT,
Director, State Department of Agriculture,

OREGON HOLLY GROWERS ASSOCIATION, INC.,
February 12, 1962.

Senator WAYNE MORSE,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: It has just come to my attention there is recent activity relative to appropriations for starling research and control.

In my past correspondence with you, we have stressed the need for action and immediate help in this regard. The loss becomes greater each year, the population of starlings is from three to five times greater due to their nesting habits each year, and without some kind of immediate help some holly orchards are being destroyed to a point where the owner has to bulldoze them out.

Scare devices are fine for the moment, they are very expensive and will do the job partially for a few days and nights, then the reaction of the starling is the same as the robin; they become accustomed to the lights, noise, or disturbance—will wing up in a circle and come down immediately to the same spot from which they were disturbed. Scare devices can only be used in the country, so the metropolitan area does not even have that as a means of help. This kind of control is a losing battle and the expense so great it cannot be handled by the average orchardist.

It is the small farmer with his urge to contribute through effort, pride, pleasure of attainment, taxes, and side benefits of revenue to his State, that makes this country great. We enjoy the hard work to try and raise our standard of living, the added employment of our neighbors, but how can we continue when one of nature's wonders is out of control and destroying our livelihood and efforts?

Fast and immediate research seems to us to be the answer. The House Appropriations Subcommittee is being asked for $200,000 for blackbird control in the ricegrowing States; we heartily join with California Director of Agriculture Charles A. Paul, in requesting a further increase of $200,000 for research for the coming year on starling control and depopulation in the Western States.

We have a hard struggle to secure $20,000 from our State legislature for the biennium for this work and we are amazed and highly pleased with the results, even with these limited funds, of the Department of Agriculture and Federal Fish and Wildlife Service, predator and rodent control. They are dedicated men who are viewing the destruction, they are human and sympathetic and are doing all possible to save the holly industry, and as you know, this is the commercial holly belt of the world. We don't want to let this industry fall lower in acreage, we want to increase it but with the problem as it stands, this is not likely to come about until some control is attained.

We are highly indignant when we read of the astronomical amounts being spent to research if and why a baby monkey loves its mother; or to explore the nervous system of the grasshopper. These were among the items listed in the newspaper article which was sent to Senator Harry F. Byrd, whom we understand is investigating this incident.

We ask your full cooperation and understanding of the need for action to obtain adequate appropriation for the control and depopulation of this destructive bird. We not only ask for the holly industry, but for the feeder lots, grain growers, turkey lots, fruit orchardists and others in this same situation.

Was sorry I could not contact you while you were in Oregon a few weeks ago, as I wanted to take you around so you could see for yourself just what is happening.

Thank you kindly.

Sincerely,

ESTHER W. LEADER
Mrs. Arnold H. Leader,
President.

PORTLAND, OREG.

OREGON HOLLY GROWERS ASSOCIATION, INC.,
March 2, 1962.

Senator WAYNE MORSE,
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: Am enclosing a set of pictures which will show more graphically the concentration and destruction of the starling in this area.

We sincerely hope your understanding and interest in helping to obtain adequate appropriations through the House Appropriations Committee will insure passage of our request for $200,000.

If we can be of any further assistance, would you please so advise.

Our sincere appreciation.

Sincerely,

ESTHER W. LEADER
Mrs. Arnold H. Leader,
President.

EXPERIENCE WITH STARLINGS IN WASHINGTON

Senator MORSE. I might ask the $64 question, Senator: If the money is appropriated will it do any good? Because we have had some experience with starlings in Washington, D.C. All I can say is that out in the wide-open spaces these agricultural experts say that they have the means of controlling the starling and that this appropriation will be very helpful.

Thank you very much for your courtesy.

Senator BYRD. Senator Morse, you have made a very interesting statement. I have listened to your statements before on these subjects and I have never ceased to listen in great wonderment and amazement at your tremendous knowledge of the subjects. You always speak with great knowledge of your subjects.

The committee will find your statement to be very helpful, Senator Morse, and we are exceedingly pleased today that you could have with you Professor Quaintance.

Professor Quaintance, we are glad you could visit our committee this morning.

Senator MORSE. You are very gracious and kind, and I appreciate it very much.

Senator BYRD. Thank you, Senator Morse.

The committee will now hear Senator Smith, the distinguished senior Senator from Maine, who is a member of the Appropriations

Committee. She will present Mr. Austin H. Wilkins, forest commissioner of Maine.

And also the committee will hear Senator Aiken, the distinguished and illustrious Senator from Vermont, who will introduce Mr. Perry Merrill, commissioner of forests and parks for Vermont.

Senator Smith and Senator Aiken, the committee welcomes your presence this morning and we will be glad to hear anything that you might have to say.

The committee knows of your long interest in these subjects; and we will also be delighted to have the testimony of these people whom you wish to present.

You may proceed in any way you desire, Senator.

Senator SMITH. Mr. Chairman, I would prefer to defer to my senior, Senator Aiken, from Vermont.

Senator BYRD. Senator Aiken.

STATEMENT OF HON. GEORGE D. AIKEN, A U.S. SENATOR FROM THE STATE OF VERMONT

GENERAL STATEMENT

Senator AIKEN. Well, Mr. Chairman, I do not think Senator Smith should defer to anyone.

Senator BYRD. I agree, Senator Aiken.

Senator AIKEN. But it is a pleasure to be here with her, and with Mr. Wilkins and Mr. Merrill who are old standbys in this field.

It hardly seems necessary to ask your committee to support such matters as the Forest Service and the cooperative work between the States and the Federal Government in this field. It is an example which all agencies of the Federal Government and the States might follow.

It is my pleasure to introduce Mr. Merrill, although I think Mr. Wilkins is to speak first. Mr. Merrill has been appearing before this committee, I think, for at least 20 years on behalf of the Association of State Foresters. He is at present commissioner of parks and forests in Vermont. And for many years was president of the Association of State Forests. And, as I say, for the last 20 years or so he has appeared before this committee on behalf of the Association of State Foresters.

I do not know just what he is going to say this morning, but whatever he says, and whatever he asks for, I endorse. And that is the confidence we have in men like Mr. Merrill and Mr. Wilkins.

You may consider that my introduction of Mr. Merrill.

Senator SMITH. Mr. Chairman, it is my privilege to present and be associated with our forest commissioner, Austin H. Wilkins, of Maine. And I would like to associate myself also with the remarks made by the distinguished Senator from Vermont. I feel that what is good for Maine, is good for Vermont, and vice versa.

It does give me a great deal of pleasure, Mr. Chairman, to present Mr. Wilkins. Mr. Wilkins can tell the story about the forestry needs of Maine much better than I can. All that I would add is that I sincerely hope your subcommittee and the full committee will give full and favorable consideration to the amounts and questions which he raises.

Senator BYRD. Thank you, Senator Smith, and thank you, Senator Aiken.

Mr. Wilkins, and Mr. Merrill, you may proceed in whatever order you desire.

We are very glad to have you before the committee this morning and welcome your testimony.

FORESTRY NEEDS OF MAINE

STATEMENT OF AUSTIN H. WILKINS, FOREST COMMISSIONER OF THE STATE OF MAINE

PREPARED STATEMENT

Mr. WILKINS. Thank you, Mr. Chairman and Senator Smith and Senator Aiken.

My name is Austin H. Wilkins, forest commissioner of the State of Maine, and a member of the Association of State Foresters. I am here in the official capacity as chairman of the legislative committee of this association.

Mindful of your very busy schedule, Mr. Chairman, I would like to submit the prepared statement for the record and then orally highlight from it.

Senator BYRD. All right.

(The statement referred to follows:)

Gentlemen, my name is Austin H. Wilkins, forest commissioner of the State of Maine and a member of the Association of State Foresters. I am here in the official capacity as chairman of the legislative committee of this association. My colleague, Mr. Perry Merrill, director of the Department of Forests and Parks of Vermont, is also here representing this same association and will appear as a witness.

I appreciate the opportunity to appear as a witness before this committee today. Mindful of the busy schedule of the committee, I should like to submit this prepared statement for the record and then orally highlight pertinent points from it. This will save time and yet serve, I trust, as a helpful reference during your deliberations on the Federal-State cooperative forestry programs I am about to explain.

My main purpose is to ask for your careful consideration of our association's recommended increases to the requested funds of the U.S. Department of Agriculture, Forest Service, as they appear in the 1963 Budget Bureau report. This is in particular reference to the Federal-State cooperative forestry programs of forest fire control, forest nursery production and distribution, cooperation in forest management, and assistance to States for tree planting.

When the 1963 Budget Bureau report first became publicly known, we were surprised to learn that there were no increases for these cooperative programs. The printed schedule shows the amounts to be the same as a year ago. We feel that possibly these were overlooked somewhere between budget preparation, review, and final printing of the Budget Bureau report.

On February 6, 1962, I appeared before the House Appropriations Committee, Subcommittee on the Interior and Related Agencies and presented the same report I am reviewing with you today. My colleague, Mr. Perry Merrill, of Vermont, was also a witness on that date. It is my understanding that the Forest Service has recently held their budget hearing before the Senate committee.

At this point I submit the following prepared budget schedule covering Federal-State cooperative forestry programs and call your special attention to column 3 which indicates our association's recommended increases from the Budget Bureau report, 1963 base.

Schedule of Federal-State cooperative forestry programs

1 Program	2 1963 base, Budget Bureau report	3 1963 Association of State Foresters budget request	4 Increase from Budget Bureau report, 1963 base
CM-2, forest fire control	$12,465,500	$14,465,500	$2,000,000
CM-4, nursery production and distribution	296,000	400,000	104,000
CFM, cooperative forest management	[1] 2,500,000	[2] 5,000,000	
Title IV, assistance for tree planting	1,000,000	2,500,000	1,500,000
General forestry assistance	538,500	538,500	

[1] Represents full authorization of the 1950 Cooperative Forest Management Act.
[2] H.R. 9728 introduced by Congressman Grant, of Alabama, Jan. 18, 1962, provides for increasing the authorization of this act to $5,000,000, or an increase of $2,500,000.

Before going into a detailed explanation of the recommended increases, it should be stated here that the Association of State Foresters has no quarrel with the recommended $14 million increase for forest management of the 181 million acres of national forests. We do feel, however, that recognition should be given to increases for the Federal-State cooperative forestry programs. It is believed this is as fully a major function of the Forest Service as National Forest Management and Forest Research. I should quickly add that the Association of State Foresters has enjoyed and hopes to continue its pleasant working relationship with the U.S. Forest Service which has been founded on mutual faith and trust.

Now for a few statements of our justification for requesting increased funds for these Federal-State cooperative forestry programs. One hears and reads more and more of the ever-growing demand for better protection, management, production, and utilization of approximately 435 million acres of State-private forest lands in the country. This vast, renewable resource contains a tremendous forest wealth which is important to our national forest economy. One has only to review statistics and narratives from carefully prepared reports to bring this into sharp focus. Add to this picture projections of the Nation's future wood requirements and the increasing demands of the other resource values of water, recreation, and wildlife. This is sufficient cause for all of us to ponder this situation and take necessary action.

While we are appreciative of past Federal assistance, there is a stronger need today, in the face of current national affairs of rapid changes and developments, to sustain and gradually accelerate support of these cooperative forestry programs under the present Federal-State participation plan. The States, individually and collectively, make a valuable contribution but cannot do an adequate job without Federal assistance. In 1960, for all forestry programs, the States with other sources of income expended nearly $111 million. In my own State of Maine the growing and harvesting of our 17 million acres of forests is the No. 1 economy. Under multiple land use management this forest wealth will be tremendously increased. Forest economy is equally important in other States.

In the appendix of this prepared statement there are Federal and State expenditure tabulations for each of the cooperative programs since congressional enactment and authorization.

CM-2. Clarke-McNary—Forest fire control

The Clarke-McNary Act of 1924 provides a basic authority for Federal-State cooperation in forestry. Section II of this act provides Federal funds to States for forest fire control. This has undoubtedly been one of the most helpful grant-in-aid programs to States dealing with forest fire problems. All States have benefited in varying degrees. It is my understanding from a review of the records that the original intent of this act was appropriation of Federal matching funds on a 50-50 percent basis with those expended by the States. The present authorization under this act is $20 million, but the full amount has never been appropriated. It is of interest to point out here that the States have more than carried their share. Although the Association of State Foresters is appreciative of the $12,465,500 appropriated by the 1st session of the 87th Congress for 1962,

the States expended approximately $60 million, or a ratio 5 to 1. This same unbalanced ratio has existed for the last 5 years.

The Battelle report a few years ago completed a nationwide study that the Federal share of forest fire protection funds should be increased to meet the estimated needs for adequate protection of the Nation's 435 million acres of State-private forest lands. The last area-cost study a few years ago, prepared periodically between the Forest Service and the individual States and endorsed by the association, shows an estmiated $83½ million needed to do an adequate job of protection.

Table A in the appendix shows a complete record of Federal-State forest fire control expenditures since the 1924 Clarke-McNary Act. In the light of these figures, the original intent of the act, and the increasing problems of providing better forest fire protection, we urge your careful consideration of our request for an increase of $2 million from the Budget Bureau Report, 1963, base for a total Federal appropriation of $14,465,500. With this increase the States can bring additional nonprotected forest lands under some form of organized protection and provide the means for intensifying existing forest fire protection programs.

CM–4: Clarke-McNary nursery production and distribution

Another important section of the Clarke-McNary Act of 1924 is section 4 which provides Federal matching funds with expenditures by the States for the production and distribution of forest nursery stock at low cost to landowners. Appropriations under this section have been reduced during the period of the soil bank program. Now that the soil bank program terminates June 30, 1962, there is a greater need to grow forest seedlings for planting burned lands, poorly stocked and unstocked areas. Stepped-up reforestation work under title IV, agricultural conservation programs and other incentive cost-share programs, will require large quantities of forest nursery stock. Of tremendous benefit for this program will be the continued use by the States of soil bank capital improvements and equipment without payment of the residual value to the trust fund. This is proposed in Senate bill 2638 (1st sess. 87th Cong.).

The total figure of this residual value for all States participating in the soil bank program is $4,413,459. Use of these facilities will undoubtedly be most helpful to the poorer States just getting underway in tree production. Maine is an example where from a small nursery, 1913 to 1955, it is now possible to raise forest seedlings on a much larger production basis.

Table B in the appendix shows a complete record of Federal-State expenditures under section 4 of the 1924 Clarke-McNary Act. We ask your consideration of our request for an increase of $104,000 from the Budget Bureau Report, 1963, base for a total Federal appropriation of $400,000.

CFM: Cooperative forest management

The Cooperative Forest Management Act of 1950 provides Federal matching funds with State expenditures for technical assistance to small woodland owners and processors of forest products. This is an important program. Three-fourths of the Nation's 435 million acres of State and private forest lands is held by nearly 4½ million small woodland owners. Of these owners 3½ million are farmers. It is in these small holdings where technical assistance is needed to help make these poorly managed areas more productive to meet projected timber needs by 1975 and the year 2000. In the minds of many, this is where the future "wood pile" is to be found. Add to this the serious problem of forest land shrinkage through encroachment of urban expansion, road, highway and airport construction, new reservoirs, power and pipeline construction, et cetera.

Throughout the country much has been accomplished by the States through this cooperative program in technical assistance, acres planted, timber stand improvement, forest products harvested, and stumpage and gross returns. But much more needs to be done if predicted goals are to be achieved. National figures show one-half of all privately owned commercial forest land is in farm ownership. The average farm ownership is 49 acres. Again referring to my own State of Maine, we have a pattern of thousands of small private forest land ownerships with products from these areas contributing heavily to the forest economy. Requests for assistance have increased four times within the last 10 years. This same picture is true with many other States in the country.

At the 1st session of the 87th Congress the full authorization of $2,500,000 was appropriated under the act of 1950. This is significant in forestry progress. In spite of this the Federal share is not sufficient to fulfill the 50–50 percent

matching provision of this act. The association is pleased that the full authorization of $2,500,000 appears in the 1963 Budget Bureau Report. However, to meet the heavy demands for more assistance and to meet future timber needs, an amendment in this act has been requested and introduced to increase the authorization of $2,500,000 to $5 million. This appears as H.R. 9728 introduced by Congressman Grant, of Alabama, January 18, 1962. Other similar sponsored bills have been introduced in the House and Senate. The association urges your support of the amendment.

For useful reference there is shown on table C in the appendix of this statement a complete record of Federal-State expenditures under the 1950 Cooperative Forest Management Act.

My colleague, Mr. Perry Merrill, of Vermont, is also submitting a brief statement on this particular program.

Title IV: Assistance for tree planting

An additional important Federal-State cooperative forestry program is title IV of the soil bank program. The Congress since 1958 has in different years appropriated funds for tree planting. The planting of burned lands, poorly stocked and unstocked areas of the country is important to provide another source of timber supply. Maine is one of the few States that continued this program after Federal funds were not available in 1960-61. Although the Maine accomplishment figures are small, we feel that 6,000 acres sprayed for release of valuable softwoods and 1,400 acres planted is significant with the funds available.

The 87th Congress (1st session) resumed this program with an appropriation of $1 million for fiscal year 1962. This made possible a "pickup" in the reforestation program among many of the States. Table D in the appendix shows the record of Federal-State expenditures under this program.

We urge your consideration of our recommended increase of $1,500,000 from the Budget Bureau Report, 1963, base for a total Federal appropriation of $2,500,000.

CONCLUSION

This concludes my presentation to you as chairman of the legislative committee of the Association of State Foresters, recommending certain increases in the Federal-State cooperative forestry programs of the U.S. Department of Agriculture, Forest Service. These increases are additions to the Budget Bureau Report, 1963, base.

In making these requests for increased funds we are mindful of the heavy demands to strengthen our national security and other programs presented to the Congress by the present administration. However, we feel that wood, forest lands, and people are also closely allied with the proposed allied programs.

We are pleased with the significant increases in Federal funds granted last year by the 1st session of the 87th Congress for these cooperative programs. Funds are still short of providing adequate means of administering these programs so important to the national forest economy of this country. We realize goals cannot be accomplished in one yearly appropriation, but do call for sustained and gradual accelerated increases. On behalf of the Association of State Foresters I urge your consideration of our recommended increases.

Association of State Foresters recommended budget

Item	Amount	Remarks
CM-2: Fire control	$14,465,500	Increase of $2,000,000 over 1962 appropriation.
CM-4: Nursery production and distribution.	400,000	Increase of $104,000 over 1962 appropriation.
CFM: Cooperative forest management.	(5,000,000)	Increase of $2,500,000, support of new authorization, H.R. 9728.
Title IV: Assistance for tree planting.	2,500,000	Increase of $1,500,000 over 1962 appropriation.

Thank you for the opportunity to appear before you and speak in favor of these Federal-State cooperative forestry programs.

TABLE A.—*Federal and State expenditures, forest fire protection, sec. 2, Clarke-McNary Act, 1924*

Fiscal year	Federal allocation to States [1]	State and private	Total	State and private expenditures of multiple of Federal funds
1962	$11,650,000	$60,000,000	$71,660,000	5.1
1961	10,120,000	50,429,000	60,549,000	5.0
1960	10,085,000	47,240,000	57,325,000	4.7
1959	9,401,000	44,984,000	54,385,000	4.8
1958	9,410,000	42,827,000	52,237,000	4.5
1957	9,385,000	35,950,000	45,335,000	3.8
1956	9,484,000	32,908,000	42,392,000	3.5
1955	9,945,000	30,271,000	40,216,000	3.0
1954	8,934,000	30,500,000	39,434,000	3.4
1953	8,946,000	28,770,000	37,716,000	3.2
1952	8,960,000	26,637,000	35,597,000	3.0
1951	8,996,000	24,163,000	33,159,000	2.7
1950	9,129,000	21,140,000	30,269,000	2.3
1949	8,572,000	19,302,000	27,874,000	2.3
1948	9,472,000	17,046,000	26,518,000	1.5
1947	8,835,000	13,317,000	22,152,000	1.5
1946	7,098,000	11,801,000	18,899,000	1.7
1945	4,900,000	9,600,000	14,500,000	2.0
1941	2,076,000	6,951,000	9,027,000	3.3
1935	1,533,000	4,131,000	5,664,000	2.7
1930	1,303,000	4,199,000	5,502,000	3.2
1926	638,000	1,875,000	2,513,000	2.9

[1] These allocations do not reflect the total Federal appropriation. Funds are withheld for administrative purposes.

TABLE B.—*Financing of production and distribution of tree planting stock under sec. 4 of the Clarke-McNary Act*

Fiscal year	Federal allocation to States [1]	State and private	Total	State and private expenditures of multiple of Federal funds
1962	$199,000	$6,710,000	$6,909,000	33.7
1961	194,488	6,709,862	6,904,350	34.5
1960	185,988	6,386,592	6,752,580	34.3
1959	658,415	6,290,541	6,948,956	9.5
1958	1,131,180	6,234,194	7,365,374	5.5
1957	819,713	4,949,062	5,768,775	6.0
1956	428,535	4,341,107	4,769,642	10.1
1955	371,452	3,557,301	3,928,753	9.5
1954	382,996	3,646,502	4,029,498	9.5
1953	386,085	3,601,977	3,988,062	9.3
1952	376,136	3,281,431	3,657,567	8.7
1951	376,745	2,643,911	3,020,656	7.0
1950	188,766	1,314,135	1,502,901	6.9
1949	113,674	1,292,644	1,406,318	11.3
1948	114,552	1,012,045	1,126,597	8.8
1947	113,000	699,619	812,619	6.1
1946	113,000	401,372	514,372	3.5
1945	113,701	458,278	571,979	4.0
1941	113,000	430,327	543,327	3.8
1935	50,173	143,503	193,676	2.8
1930	73,273	293,508	366,781	4.0
1926	50,686	226,722	277,408	4.4

[1] These allocations do not reflect the total Federal appropriation. Funds are withheld for administrative purposes.

TABLE C.—*Federal and State expenditures—Cooperative forest management, Cooperative Forest Management Act of 1950*

Fiscal year	Federal allocation to States [1]	State and private	Total	State and private expenditures of multiple of Federal funds
1962 [2]	$2,284,000	$3,680,000	$5,964,000	1.6
1961	1,354,000	2,941,000	4,295,000	2.2
1960	1,371,000	2,484,000	3,855,000	1.8
1959	1,353,000	2,391,000	3,744,000	1.8
1958	1,329,000	1,750,000	3,079,000	1.3
1957	866,000	1,503,000	2,369,000	1.7
1956	572,000	1,432,000	2,004,000	2.5
1955	534,000	1,386,000	1,920,000	2.6
1954	537,000	1,228,000	1,765,000	2.3
1953	540,000	1,176,000	1,716,000	2.2
1952	537,000	986,000	1,523,000	1.8
1951	549,000	886,000	1,435,000	1.6

[1] These allocations do not reflect the total Federal appropriation. Funds are withheld for administrative purposes.
[2] Estimate.

TABLE D.—*Financing of tree planting under title IV of the Agricultural Act of 1956*

Fiscal year	Federal allocation to States [1]	State and private	Total	State and private expenditures of multiple of Federal funds
1962 [1]	$924,906	$1,656,000	$2,580,906	1.7
1961				
1960				
1959	475,211	747,119	1,222,330	1.5
1958				

[1] Estimate.

MAJOR FUNCTIONS OF FOREST SERVICE

Mr. WILKINS. I will be very brief in my remarks.

Senator BYRD. Very well.

Mr. WILKINS. I wish primarily to call to your attention our association's recommendations for increases to the budget request already made in the Budget Bureau report as a base for 1963. We are going to discuss very briefly what we consider one of the major functions of the U.S. Forest Service, and that is forest-fire control, nursery growing of stock for distribution and aid to small woodland managers, and of course, the planting of these trees.

We are dealing today primarily with the so-called State-Federal cooperative forestry programs.

I would like to say that we have prepared a schedule which appears, Mr. Chairman, on page 2, on which we show what the Budget Bureau base for 1963 appears as, and then what we are recommending, Mr. Chairman, as appearing in column 3.

I would like to say that we have no quarrel whatsoever with the $14 million increase recommended for national forest work on the 181 million acres of national forest, but we do feel recognition should be given to increases for the Federal-State forestry cooperative programs.

We think this is just as much a major function of the Forest Service as the others.

I would like to particularly emphasize, Mr. Chairman, that the Association of State Foresters has enjoyed, and continues to enjoy, a very pleasant working relationship with the Forest Service, which has been founded on mutual faith and trust for a good many years.

We hear more and more of the ever-growing demand for better protection, management, production, and utilization of approximately 435 million acres of State and private forest lands. And with your State forester, Mr. Chairman, we are very closely concerned about this matter of small woodlands management and protection—of which your State is one.

And this vast renewable resource contains a tremendous forest wealth that we feel is very vital to the national forest economy of our country. We are very appreciative of the appropriations granted to us in the past, but we do feel there is a stronger need than ever to at least sustain, and we hope to gradually accelerate, support of these programs.

In my own State of Maine, Senator Smith referred to, the growing and harvesting of timber is the No. 1 economy. So we are vitally concerned.

And to aid you, Mr. Chairman, in your deliberations, at the back of this statement I have submitted full tabulations which show all the appropriations under these programs since the very start and that matched and contributed by these States. And I think this will be very helpful to you.

FOREST FIRE CONTROL

I would like to briefly touch on the Clarke-McNary Act.

Section II of this act—forest fire control—probably is one of the most helpful programs in fire control that the States have ever been permitted to participate in. In our State it is very vital—17 million acres with protection against fire. And I am sure that all these States have benefited.

The thing that I would like to call to your attention particularly, Mr. Chairman, is the fact that it is my understanding that the intent of the 1924 Clarke-McNary Act was that the Federal Government would participate with the States in expenditures on a 50–50 basis.

The present authorization under this act is $20 million. But the full amount has never been appropriated. I think it is important to bring out here that the States have been expending roughly $60 million annually, and that present appropriation, of last year, was $12,465,500.

That is a ratio of about 5 to 1. We urge, therefore, your careful consideration of the increase we are recommending of $2 million to the present base of fiscal year 1963 of $12,465,500. This appears as a schedule later on.

PLANTING PROGRAM

Clarke-McNary Act, section 4 is the planting program. Now with the discontinuation of soil banks, we feel there is going to be a very strong need, more than ever, to continue to grow nursery stock for planting. We are rehabilitating the destruction of that terrific forest fire disaster of 1947.

So we feel that under title IV and the agricultural conservation program there will be a need for growing more forest nursery stock.

I would like to call to your attention that one of the greatest benefits, I would say, is a bill now before the Congress that will permit the States' continued use of capital improvement and facilities to continue growing trees even though the soil bank will discontinue June 30 of this year.

There is now a Senate bill, Senate bill S. 2635, that has been introduced, and I believe there are 19 cosponsors—Senators. So we ask your consideration of an increase of $104,000, making a total of $400,000 we are asking under Clarke-McNary, section IV.

Cooperative forest management, Mr. Chairman, is going to be covered by my colleague, Mr. Merrill. I would like to merely preface by saying this: Of the 435 million acres of private and State forest land, there are 4½ million people on these 435 million acres, and we have something like 3½ million farmers who own these woodlands.

We are told that the future woodpile of tomorrow is going to be better management of the small woodlands, and that is our major concern.

And whether Mr. Merrill touches on it or not, I would like to say that we are most appreciative of what the Congress did last year in meeting for the first time the full authorization of $2½ million. We are now suggesting, and I believe it is in a bill on the House side, an increase in this authorization from $2½ million to $5 million.

This appears as House Report 9728, introduced by Congressman Grant, of Alabama. And I believe there is a companion bill on the Senate side—if that is the correct way of speaking.

One more, and this is the last. That is, under title IV, assistance for tree planting, this is not as old a program as the others. Since 1958 Congress has been appropriating money for tree planting. My own State, Maine, was one of the few that carried this program forward, even though there were no Federal funds available in 1960 and 1961. So we urge your consideration of an increase that we are recommending of $1,500,000 to the present $1 million on the 1963 base.

Mr. Chairman, this concludes my persentation. We feel that in making these requests we are mindful of the heavy demand made for national security and other programs.

May I repeat again we are appreciative of the appropriations we have received in the past, but we do feel it is necessary to at least sustain, and where possible accelerate, these programs.

And on the last page, 8, I have repeated again our recommendations of these increases.

Thank you very much for the opportunity to appear before you. I enjoy the experience very much.

Senator BYRD. Thank you very much, Mr. Wilkins. We have enjoyed your testimony and will find it useful I am sure.

Mr. Merrill.

COOPERATIVE FOREST MANAGEMENT PROGRAM

STATEMENT OF PERRY H. MERRILL, COMMISSIONER OF FORESTS AND PARKS OF VERMONT

GENERAL STATEMENT

Mr. MERRILL. My name is Perry H. Merrill and I am commissioner for forests and parks for Vermont, and a member of the National Association of State Foresters legislative committee.

I am appearing here principally in support of the appropriation under the Cooperative Forest Management Act. At the last session, the Congress very wisely, in our opinion, appropriated the full authorized amount of $2½ million and, as my colleague has stated, we are very desirous that this authorization, as introduced by a bill by Congressman Grant, will raise this to $5 million, so next year I can come back, if they so decide, to speak on behalf of that amount.

To date, of course, the Federal Government is putting up the $2½ million, and the States are putting up about $3,600,000 to work with all of these landowners that desire to cooperate. At the present time there are so many of them that are desirous of this cooperation that we are unable to fulfill all of the demands.

One of the great demands for this work is with the agricultural conservation program where the landowners pay for certain forest practices that they carry out. So a large part of this work of the Service, Forest Service, is serving the demand under the agricultural conservation program, and also with the cooperative work that is requested through the soil conservation districts in most of our States.

This technical work, and the management of the private forests is carried on through the office of the State forest service.

We feel this small sum that we are requesting here will prove great dividends to the Nation by enhancing the quality and quantity of forest growth per acre. From our forest surveys throughout the country we know that many of our acres are not growing over a third or even a quarter of its productive capacity due to the way that these areas have been handled in the past.

Now this growing Nation of ours is going to need this wood fiber in the future, and it can be increased only by good management and protection. Our pure water supply and natural life habitat are also improved as we improve the quality and quantity of this forest growth.

STATE EXPENDITURES IN VERMONT

May I be pardoned in using my own State of Vermont as an example, because I am more familiar with that than I am perhaps, with West Virginia or Tennessee or California. This year we are expending in the little State of Vermont, which has a population smaller than Rochester, N.Y., the sum of $172,000 under this cooperative program, and of that amount about $53,700 is being allocated to us from this appropriation of which we are speaking today.

Now forest management not only means an ample supply of quality timber in the future, but it has a great influence both on the water-holding capacity of our forested areas and the habitats for game. And as brought forth by everyone that I have heard testifying here, the water situation in our country is becoming critical.

And it is from the soil that all of our wealth initially springs. Some of it we mine, some of it is renewable. And our forests are in that class. And this can be increased, as I stated, by proper forest management. So let us, the States and the Federal Government, work together cooperatively to furnish the needed funds to enhance and improve our forest growth.

We are pleased to have had this privilege of meeting with you today. We hope that we may have the same privilege and be treated as courteously as we have been in the past.

I thank you.

Senator BYRD. Senator Smith, do you have any questions?

Senator SMITH. No, except I think these items that Mr. Wilkins and Mr. Merrill have referred to are national in scope, and I would hope the committee would look at them in that way rather than by State. I was talking about the State of Maine when we opened because we feel their need and know the value of the effort that has been made.

Thank you very much. And I would like to thank the staff member, Paul Eaton, for making arrangements for these gentlemen to come in each year. He is most cooperative.

Senator BYRD. He is.

Senator Aiken.

Senator AIKEN. Mr. Chairman, I won't attempt to improve on the testimony of two such capable witnesses as you have just heard today. They know their business very well. They enjoy the confidence of the State Forestry Association, State foresters all over the United States, as evidenced by the fact that Mr. Merrill, at least, as I indicated, has been representing them before congressional committees for the last 20 years or more. So I just want to join Senator Smith in thanking you for permitting us to make these introductions.

Senator BYRD. Thank you, Senator Smith and Senator Aiken and Mr. Merrill and Mr. Wilkins. It is testimony such as yours that the committee finds very useful, and we are glad that you could appear before the committee today. We realize it is an imposition upon you to take the trouble, as you have, to come to Washington, but our committee welcomes this kind of testimony.

We have been very fortunate in that you have been accompanied, as I am sure you have been in the past, by your two fine Senators. And Senator Smith, and Senator Aiken, we can understand how you can be so proud of people like Mr. Merrill and Mr. Wilkins.

Senator AIKEN. If you keep on, you will get us started on bragging about our States. [Laughter.]

Senator BYRD. Senator Scott. And with Senator Scott, we will have Mr. Plummer Collins, Mr. Blain Mead, and Mr. Henry C. Kerlin.

Senator Scott, the committee is very happy to have you testify this morning. We will be glad to hear any statement that you wish to make, and of course we will be very happy to have you present your constituents.

RESEARCH LABORATORY AT WARREN, PA.

STATEMENT OF HON. HUGH SCOTT, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

GENERAL STATEMENT

Senator SCOTT. Mr. Chairman, I appreciate the courtesy of the committee in fixing this hearing, and of the staff in arranging for it.

You have already noted the presence of the three witnesses, the first of whom, after a short preliminary statement by me, will be Mr. Blain Mead, who is chairman of the Warren County commissioners, followed by the other two witnesses, all of whom have brief statements in deference of the fact that the committee, of course, has a great deal to consider today in this hearing.

Last year on the floor of the Senate, in January 1961, when our colleague Senator Stennis was discussing forest industry matters on behalf of an appropriation bill, I made certain remarks at that time recommending the establishment of a research laboratory at Warren, Pa. Senator Stennis indicated both knowledge and interest in the proposal and there was a very friendly reaction to it. The proposed laboratory of Warren, Pa., will cost $450,000 and will provide much needed facilities for research in several important and closely related fields.

In this vicinity there are extensive areas of hardwood forests made up of highly valuable black cherry and other species that grow in association with it. These same forests provide shelter and food for many kinds of wildlife which in turn are a source of enjoyment for hunters.

There are significant problems involved in it. Sometimes natural reproduction of the forest is retarded, deformed, or even completely destroyed by deer herds that exceed the safe capacity of the area. The solution of problems of managing timber and deer and the combination is one of the objectives of research that will be facilitated by this laboratory.

Other important aspects for which such a research laboratory will be useful include the development and creation, setting aside of areas for outdoor recreation. And in this area there is considerable interest in this phase of our public lands and guide lines will be needed to assure planting and development for the fullest and continuing recreation enjoyment and for research connected with it. And the facilities for research on how to grow timber economically and still provide for deer and small game, and study for recreation activities can also be provided in this laboratory.

DONATION OF SITE

A 600-acre tract has recently been donated to the Forest Service which will serve as a site for the building. I believe the program is sound and I hope the Congress will, in this session, approve the $450,000 necessary to provide these much needed facilities.

While what I have had to say may in some degree be duplicated by the witnesses, I am sure that each of them will take up a different phase of this matter and present it to you for your consideration.

I would like to ask that the committee first hear Mr. Blain Mead.

Senator BYRD. Thank you, Senator Scott, for a very good statement. Mr. Mead, you may proceed.

STATEMENT OF BLAIN M. MEAD, CHAIRMAN, WARREN COUNTY COMMISSIONERS

GENERAL STATEMENT

Mr. MEAD. The following is a summary of the Warren Research Center's present work, the research that should be done, and what is required to do that research. The summary includes forest recreation, forest wildlife habitat, and timber management research, the three lines of work assigned to them.

Their primary mission in Warren is research in forest recreation and wildlife habitat for the 12 Northeastern States—New York, western Pennsylvania, West Virginia, and the States to the northeast. In addition, they are responsible for research in timber management on the Allegheny Plateau, which includes most of western New York and northern Pennsylvania.

At Warren, seven forest scientists and one clerk have begun this research program in a renovated five-room cottage on the former Biddle estate now called the Irvine Demonstration Forest.

FOREST RECREATION RESEARCH

In forest recreation research they have one man full time and two men part time.

In the 18 months since the Warren Center has been established they have completed some preliminary forest recreation studies and have started others. The small staff now working on this research is best equipped to deal with the plant and soil aspects of this field, but the nature of the recreation problem has required them to make some investigation in other fields, too.

To insure their research programs included studies of practical use to recreation administrators, they recently visited nine heavily used recreation areas including five State parks in Pennsylvania, three in New York, and one Forest Service area in New Hampshire. During these visits they interviewed planning personnel and park managers, examined park and recreation areas, and reviewed pertinent records. Problems mentioned during these interviews included the need for better methods of measuring forest recreation, use, evaluation of the economic impact of recreation on communities and regions, litter problems, vandalism, soil compaction, tree root exposure, erosion of beaches, the problem of odor from pit toilets, and the need for any information that will assist in stretching the funds allocated for recreation.

OVERCROWDING IN FOREST RECREATION AREAS

One of the reasons that knowledge of user preference is needed is because people seriously overcrowd some facilities while leaving others unused. The unused facilities represent money wasted, and overcrowding tends to destroy soil and vegetation and multiplies problems of health and sanitation. If user preference can be accurately ascertained, better plans can be made to obtain more uniform utilization.

Two studies of user preference were made last summer. The first employed standard questionnaire techniques and was applied to national forest recreation areas in Pennsylvania and West Virginia. The second study used a mapping technique to obtain a measure of user preference without direct questioning. This study was made at Chapman Dam State Park in Warren County and in New Hampshire. The results of both studies are now being analyzed.

Their task in recreation research is to conduct studies which will solve some of the many problems which have accompanied the recent boom in outdoor recreation. An analysis of their studies so far has served to emphasize that these problems require the specialized techniques of several sciences.

Economics research is needed to develop methods for estimating the impact of recreation on communities and regions. The new forest recreation land being purchased and developed in New York will certainly have an effect upon local economies. But, there is now no good method for estimating the income to a community that may be expected or the type of development that should be made to draw the most people. Economic studies could provide guides for investment to keep pace with recreation demand, without overdevelopment and the resulting loss of private or public funds.

ECONOMIC STUDIES

Another example of the need for economic study was found in the Catskills in New York where a new superhighway has drained off a large part of the tourist trade with resulting loss of income to the hotels, motels, sporting-goods stores, and food markets there. Economic studies are also needed in the Pocono Mountains of Pennsylvania and in West Virginia where recreation could provide a permanent economic base that would partially replace the declining coal industry.

Information on these economic problems would provide communities with a better basis for evaluating proposed developments. A well-qualified economist is needed on these studies. He could not conduct all of the necessary studies, but by working closely with universities and research foundations he could make a good start.

Because the whole purpose of recreation is to provide for human enjoyment and well being, research is needed to measure public opinion, predict needs, and understand human motivation. The influence of Smokey Bear in the education of the public on forest fire prevention illustrates the effectiveness of applied psychology in obtaining the cooperation of the public. They do not expect to discover more Smokey Bears but studies of the needs and preferences of recreationists may assist managers in solving some of their knotty problems, such as the controversy between fishermen and waterskiers and the all too prevalent problem of litter.

A social scientist trained in the techniques of survey research with ability to analyze human motivation and behavior is needed to conduct these studies. Like the economist he would not be able to work on all of the problems but he would have the hearty cooperation of the men and agencies who are constantly faced with these troublesome situations.

ENGINEERING PROBLEMS

Research in the engineering aspects of forest recreation is needed to test a variety of existing facilities and to make improvements to meet special requirements. For example, engineering problems include the development of sewage disposal systems that will meet health standards and still remain within limited budgets. Artificially established beaches erode and result in high maintenance costs. Roads in recreation areas are usually designed for automobile traffic, and they are often inadequate and unsafe for pedestrains and bicycles. Almost everyone in recreation work has designed a gate, a fireplace, a toilet, or a picnic table. This in itself indicates that tests and standardization of such items are needed.

HABITAT MANAGEMENT

Wildlife research in the past has been concerned primarily with individual game animals and birds and their specific requirements rather than with the forest habitat and its management for game. This broader approach to habitat management is needed if we are to produce a sustained yield of game.

Most of our forest land has a potential use by as many as five different kinds of game. Each of these kinds of game must be managed in relation to the other, and in relation to the land, and all of them in relation to the other uses of the forest.

RESEARCH IN STAND IMPROVEMENT METHODS

Western New York and northern Pennsylvania have the Nation's largest concentration of high quality black cherry—one of America's most beautiful furniture woods. In addition, this region has fine stands of sugar and red maple and ash as well as many other species. A limited research program on the management of these forests has been under way in the Poconos at Kingston for 15 years and at the Kane Experimental Forest for about 30 years. Much of the improved management on the Allegheny Plateau forests has been based on this research.

In recent years thousands of cutover stands have grown into merchantable size, while other thousands of acres have failed to regenerate to desirable forest tree species. Meanwhile the price of timber has risen greatly and it is now essential that we take another look at this resource, its possibilities, and the need for improvement. Within the forest that grew following the widespread cutting preceding 1920, are many valuable trees but these form a very small proportion of the stand. It is necessary that research be continued in stand improvement methods. Here are some examples to give you an idea of the timber values involved; these are based on 1960 prices for the Allegheny National Forest timber sales. Cherry sold for an average price of $140 per thousand board feet on the stump, sugar maple $52, white ash $42, red maple $27, white pine $21, and beech sold for $5 per thousand. You can see that experiments in changing the composition of beech, aspen, and hemlock stands into cherry, maple and ash stands, could provide guides for increasing the value of the present forest by several times.

There will always be a certain proportion of lower grade logs even in the best trees, because grade depends on the diameter of the log and the amount of clear lumber. The upper logs in a tree are always smaller and have more knots. Disease, insects, scars from fire, careless logging, and many other things may also affect grade. While No. 1 or veneer logs are not rare they are far from plentiful, and much more study will be required in the management of stands before they can produce the maximum in high-grade logs.

There are about 4 million acres in western New York and northern Pennsylvania that did not become reforested or that reforested with trees of little or no commercial value. About 15 percent of this area is open or is poorly stocked with trees. Another 26 percent has only medium stocking and many stands although fully stocked consist mostly of low-value trees. Seeding or planting is needed to establish new forests on open areas and to improve the composition of the low-value stands.

PLANTING COSTS

Planting with conifers costs about $50 per acre, a cost which makes any large-scale effort prohibitive. Planting with hardwoods such as cherry, ash, and maple is even more expensive. In the South the Southern Forest Experiment Station has learned to reforest pines by seeding at a cost of as little as $5 per acre. Our center does not know that they could duplicate this success but with 4 million acres in need of reforesting it is certainly a worthy research goal.

PRELIMINARY PLANS FOR LABORATORY

Preliminary plans have been drawn for the office and laboratory needed by the center. Space for 22 scientists, their laboratory aids, and computing and clerical help is needed.

One small laboratory should be equipped for seed and seedling studies. This should include greenhouse facilities, part of which should be equipped for the biological work being done in wildlife habitat studies. A larger, general laboratory is needed for soils and another workshop for engineering tests. Added to this would be the general requirements for servicing such a building.

The technical problems in the management of the forests and the impact of these problems upon the economy of an area are many and complex. When oil, gas, and coal resources are depleted, the forest will remain as the greatest single natural resource of this area. Research in the development, maintenance, and wise use of this resource is an investment that deserves the gravest consideration.

FUNDS RECOMMENDED

It is estimated that $450,000 will be required as an appropriation to carry on the necessary development work at the Warren Research Center. We hope that this matter will be given your most careful consideration.

Senator BYRD. Thank you, Mr. Mead.

Our next witness will be Plummer Collins.

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WARREN COUNTY DEVELOPMENT ASSOCIATION

STATEMENT OF PLUMMER F. COLLINS, REPRESENTATIVE

GENERAL STATEMENT

Mr. COLLINS. Senator, as an example of present facilities, I would like to submit this article from the paper.

Senator BYRD. All right. The committee will have this placed in its files.

(The article referred to will be found in the committee files.)

Mr. COLLINS. Thank you.

Better recreation and wildlife habitat, like modern living facilities and medicine, can be achieved only through research.

The Warren Research Center, the first of its kind in the Nation, was established in September, 1959. Lack of facilities and equipment already has resulted in the failure of several projects.

Forest research is saddled with the responsibility of providing adequate facilities for a rapidly increasing number of people seeking relief from the hustle of the present-day world. Research in recreation today can be compared with the pony express in operation in this modern day.

In addition to examining physical resources, research is needed to evaluate the desires of people, and develop designs in recreation facilities that will fulfill the needs and wishes of visitors, yet at the same time protect the resources.

The research center would be located in the midst of virtually a sportsmen's paradise. The area offers unexcelled hunting and fishing, and an ideal location from which to conduct research.

BIG GAME POPULATION

It is estimated that over 300 black bear and over 20,000 whitetail deer make up the big game population of the area, in addition to thousands of small game animals which includes an abundant supply of wild turkey.

There are more than 500 miles of unposted fishing streams, mostly trout, which provide a mecca for fishermen each year.

Chapman Dam State Park is located in Warren County, where already research in recreation has been conducted by the research center.

Forest recreation research is not a single discipline, but draws upon sociology, economics, ecology, psychology, engineering, and other fields of science as well as upon the accumulated experience of management to devise principles and tools for use by administrators and public and private forest recreation throughout the Nation.

If a sustained yield of game and timber is to be provided, research is needed to determine the relationships between stages of forest succession patterns, and intensities of timber cuts, and the response of timber game.

Forest research in the Allegheny Plateau in tree seed selection alone has been estimated as being 30,000 years behind agriculture. The Allegheny Plateau, nearly a half century ago was dubbed the "Great Allegheny Briar Patch." Today, through management of the U.S. Forest Service, it has become one of the leading producers of timber in the northeast.

Through research the value of timberland is expected to be increased eight times.

USE OF ALLEGHENY NATIONAL FOREST RESOURCES

During 1961 the Allegheny National Forest resources were used by an estimated 1,176,000 people. This was an increase of approximately 8 percent over 1960. Nationwide, the increase in outdoor visits is approximately 16 percent annually.

Picnicking and fishing visits increased more than 20 percent.

Recreation research is being carried on in an attempt to produce the best equipment and facilities, and the best methods of maintaining them at the lowest possible cost.

It had been the general opinion that the soil of the Allegheny Plateau varied little, this has been proven to be a fallacy by the research center. Through research the best soil will be sought for the best selection of seed planting, care of wildlife habitat and location for future recreation areas.

LABOR SURPLUS AREA

Warren County was first classified as a smaller area of substantial labor surplus in April 1961 when approximately 9 percent of the labor force was idle.

This month, marking the third consecutive 6-month period, the county remains in the same classification.

During the past year it was estimated that as many as 1,500 of the county's estimated labor force of 16,600 have been idle. At present the idle labor force is listed at 1,000, or about 6.5 percent.

Warren County's jobless workers continued to increase in recent months while a slight gain has been noted statewide. Approximately 40 percent of the idle force are women.

The recommended $450,000 appropriation not only would benefit Warren County's economy, but eventually that of the 12 State northeast region of the U.S. Forest Service.

I thank you.

Senator BYRD. Thank you, Mr. Collins.

Col. Henry C. Kerlin.

WARREN AREA CHAMBER OF COMMERCE

STATEMENT OF HENRY C. KERLIN, REPRESENTATIVE

PREPARED STATEMENT

Mr. KERLIN. Senator, in view of the fact that Mr. Mead and Mr. Collins have covered a large part of what I have in my statement, I ask you permission to skip over it and strike only these things that have to do with the economic point of view, which is what I want to present today.

Senator BYRD. All right. Then the entire statement will be included in the record, and you may highlight it as you desire.

Mr. KERLIN. Yes, sir, that is my request.

Senator BYRD. Fine.

(The statement referred to follows:)

EXPANDED AND ADEQUATE FACILITIES FOR THE U.S. FOREST SERVICE, NORTHEASTERN FOREST EXPERIMENT STATION, WARREN, PA.

The purpose of this statement is to present, from an economic point of view, the reasons why it is necessary to expand the facilities of the Northeastern Forest Experiment Station.

The primary missions of this station are research in forest recreation and wildlife habitat for the 12 northeastern States (New York, Pennsylvania, West Virginia, and the States to the east), as well as research in timber management on the Allegheny plateau, which includes most of western New York and northern Pennsylvania.

The economic impact of all three of these areas of research upon the land areas which they effect is tremendous. Further, the information derived from such research would be made available to persons who are responsible for forest management from West Virginia to Maine, inclusive. These persons could be employees of the U.S. Forest Service, various State forest services, or be the owners of private timberlands.

FOREST RECREATION RESEARCH

The purpose of forest recreation research is to initiate and conduct studies which will solve as many as possible of the problems which have accompanied the recent boom in outdoor recreation. An analysis of our studies so far has served to emphasize that these problems require the specialized techniques of several sciences.

One of the objectives of these intensive studies is to insure that the heavy usage by recreation-seeking people does not do permanent damage to trees, plants, soils, and even beaches around lakes and perhaps along the streams. In order to insure that such research included studies of practical use to recreation administrators, scientists of this station recently visited nine heavily used recreation areas including five State parks in Pennsylvania, three in New York, and one U.S. Forest Service area in New Hampshire. During these visits the scientists interviewed planning personnel and park managers, examined park and recreation areas and reviewed pertinent records. Problems discussed during these interviews included the need for better methods of measuring forest recreation use, evaluation of the economic impact of recreation on communities, litter problems, vandalism, soil compaction, tree root exposure, erosion of beaches, and the need for any information that will assist in stretching the funds allocated for recreation. A knowledge of user preference is most important. This knowledge is needed because people seriously overcrowd some facilities while leaving others unused. The unused facilities represent money wasted and overcrowding tends to destroy soil and vegetation and multiplies problems of health and sanitation. If user preference can be accurately ascertained, better plans can be made to obtain more uniform utilization.

Economics research directly related to user preference is needed to develop methods of estimating the impact of recreation on communities and regions. An example of the need for economic study was found in the Catskills in New York where a new superhighway has drained off a large part of the tourist trade with resulting loss of income to the hotels, motels, sporting goods stores and food markets there. Economic studies are also needed in the Pocono Mountains of Pennsylvania and in West Virginia where recreation could provide a permanent economic base that would partially replace the declining coal industry. Recently a comprehensive study of forest recreation was made for a county in Maine, where recreation is being considered as a means of supporting a depleted economy. Therefore, it is most important that the forest areas in all of the 12 States concerned are maintained in as nearly an untouched and natural state as is possible and to keep the forest recreation areas and facilities which have been constructed by governmental, and in some instances private agencies, in first-class condition. The importance of this maintenance is twofold.

First it is highly important to prevent or minimize permanent damage to trees and plants and to keep the forest in as nearly a natural state as possible.

Second it is highly important to keep the forest recreational areas and facilities in as attractive a condition as possible because the greatly increased tourism, which is promoted by attractive forest recreation areas and facilities, has a most beneficial economic effect on the localities in which the forests are located.

WILDLIFE HABITAT RESEARCH

The purpose of wildlife research is to determine the methods of operating a forest by cutting, planting, and other cultural practices to produce the greatest variety and abundance of game possible, consistent with water and timber conservation and with the construction and maintenance of needed recreational facilities. We believe that research can produce management methods that will yield permanently higher populations of all types of game than at present. At the same time, it will be necessary to produce natural food for our game resources in such quantity and of such type that they will not destroy valuable young trees or other plants which we wish to preserve and nurture.

As an example of the need for wildlife habitat research and balancing the population of various types of game against the food resources available, deer have destroyed or severely damaged the best of the young trees in many areas throughout the northeast part of the country which this research station serves. All evidence now points to the need for temporary reduction in the size of these herds in order to allow the rebuilding of the impoverished habitat to a level that will allow sustained-yield management of our game resources; specifically here.

It can be seen immediately that wildlife habitat research is related to forest recreation research as well as to forest timber management research. It is related to forest recreation research in that one of the types of recreation in a forest area is hunting. On the other hand, it is also related to timber management in that if there is an imbalance between the numbers of game animals in the forest and the amount of food, the young trees will suffer and be lost and perhaps damage that cannot be repaired for years will result.

This brings us to the economic side of wildlife habitat research. The thousands of hunters who go forth each year to hunt in our forest improve the economic position of the areas to a very great degree. At the same time, if our research has been effective, our timber will grow without damage and expensive and valuable trees such as black cherry, which sells on the stump at $140 per thousand board feet, will grow faster and better and in a balanced manner. For these reasons it is economically sound to engage in the best wildlife habitat research.

TIMBER MANAGEMENT RESEARCH

The purpose of timber management research is to evolve methods of timber management which will permit us to raise the maximum number of commercially useful trees which will produce the highest grade logs in the shortest period of time on our forest lands.

Western New York and northern Pennsylvania have the Nation's only large concentration of high quality black cherry timber; one of America's most beautiful and most desired furniture woods. In addition, this region has fine stands of sugar and red maple and ash as well as many other commercially useful species. While thousands of acres of this timber, which is second growth, has grown into merchantable size, other thousands of acres have failed to regenerate to desirable forest tree species. Meanwhile the price of timber has risen greatly and it is now essential that we take another look at this resource, its possibilities and the need for improvement in timber management in order to correct these deficiencies. As an illustration of the need for such research, there are about 4 million acres in the Allegheny Plateau that did not become reforested or reforested with trees of little or no commercial value after the virgin timber was cut. About 15 percent of this area is open or is poorly stocked with trees. Another 26 percent has only medium stocking and many stands although fully stocked, consist mostly of low value trees. Seeding or planting is needed to establish new forests on open areas and to improve the composition of the low value stands. Forest Service research has developed a system for reforesting pines at a cost of as little as $5 per acre. On the other hand, no method has been developed for planting hardwoods such as cherry or ash, which is economically possible. The development of an economically feasible method of planting hardwoods on a large scale is absolutely essential.

Economically, the species of trees that we have in our forests is only a part of the answer. It is true that our forests must be made up of trees which are commercially useful and desirable but it is equally true that the logs produced by the trees of such species must be first grade to as great an extent as possible. For example, a No. 1 leg of black cherry may produce the veneer stock which

would list for about $280 per thousand board feet in contrast to No. 1 lumber at $185 per thousand feet or No. 2 Common at $75 or No. 3 Common at only $25 per thousand.

Therefore, from a dollars-and-cents point of view, timber management research is a very sound investment in what will be the only remaining natural resource of this area when our declining oil, gas and coal are gone.

EXISTING FACILITIES

The present organization of the Northeastern Forest Experiment Station at Warren, Pa., consists of six forest scientists and one clerk. These people work in a renovated five-room cottage on what is known as the former Biddle Estate and which has been renamed the Irvine Demonstation Forest. The latter has not yet been developed. Of the personnel mentioned above, three scientists are engaged in forest recreation research, one is engaged in wildlife habitat research and two scientists are engaged in timber management research. The clerk, of course, serves all six.

I believe that it is quite clear that the mission of the Northeastern Forest Experiment Station cannot be properly executed with the relatively few people assigned to it and with these people operating from a renovated very poorly equipped five-room cottage.

SUMMARY

In summary, let me say that the scope of the mission of the Northeastern Forest Experiment Station is such that it cannot be executed by a staff of six scientists and one clerk nor can any staff properly execute this mission from a five-room cottage where space does not exist for proper equipment and facilities. Further, I believe that it is amply clear from the foregoing that the mission of this experiment station is economically sound in all three of its facets and will return many times over to the Government and to the citizens who occupy the forest areas, the money which we hope will be expended to establish and operate it on a proper basis.

EXPANSION OF NORTHEASTERN FOREST EXPERIMENT STATION

Mr. KERLIN. The purpose of the statement is to present from an economic point of view the reasons why it is necessary to expand the facilities of the Northeastern Forest Experiment Station.

Based upon the statements that these other gentlemen have made, I believe it is fairly clear that the economic impact of all three of the areas of research in which the experiment station will be involved will have a tremendous effect on the land areas in which they will be used. And in this respect, economics research is directly related to user preference needed to develop methods of estimating the impact of recreation on communities and regions. This is evident from the fact that we are now, several of our services, including the Corps of Engineers, working out plans for recreation areas in the reservoir area which is located not very far from our city, and in the locality generally. And this in itself is expected to have a tremendous impact economically on the community. But the economic impact is not solely that which benefits the people who live there in that area and who will derive benefits immediately from it, but also from the growth of our forests, from the improved stands of timber, and the expanded stands of timber.

EXPERIMENT STATION STAFF

I will move now to a description of existing facilities at the experimental station. The present organization of the Northeastern Forest Experiment Station at Warren, Pa., consists of six forest scientists and one clerk. These people work in a renovated five-room cottage

on what is known as the former Biddle estate and which has been renamed the Irvine Demonstration Forest. The latter has not yet been developed. Of the personnel mentioned above, three scientists are engaged in forest recreation research, one is engaged in wildlife habitat research, and two scientists are engaged in timber management research. The clerk, of course, serves all six. The latter two scientists I mentioned are engaged in research that has to do with reforestation of about 4 million acres all told, reforestation which includes the planting and development of timber that is of economic value, commercial value, to users not only there in that part of the country, but all over the East. And also the preservation of the only commercial stand of black cherry in this country, which is on that Allegheny Plateau. That is the only one. The preservation of it and the expansion of it. It is a highly desirable type of timber for furniture manufacturing, and there is not very much of it left. But by this research we can expand it and give people the benefit of that.

I believe that it is quite clear that the mission of the Northeastern Forest Experiment Station cannot be properly executed with the relatively few people assigned to it and with these people operating from a renovated, very poorly equipped five-room cottage.

In summary, let me say that the scope of the mission of the Northeastern Forest Experiment Station is such that it cannot be executed by a staff of six scientists and one clerk nor can any staff properly execute this mission from a five-room cottage where space does not exist for proper equipment and facilities. Further, I believe that it is amply clear from the foregoing that the mission of this experiment station is economically sound in all three of its facets and will return many times over to the Government and to the citizen who occupy the forest areas, the money which we hope will be expended to establish and operate it on a proper basis.

Senator Byrd, thank you very much indeed for permitting us to appear before you.

Senator BYRD. Thank you Colonel Kerlin. We appreciate your presence. Thank you, gentlemen.

Congressman Charles M. Teague, a Member of the Congress from the 13th District of California, who will be accompanied by Robert T. Radford, Southern California Watershed Council, Monrovia, Calif.

Congressman Teague.

FIRE PROTECTION IN CALIFORNIA

STATEMENT OF HON. CHARLES M. TEAGUE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

GENERAL STATEMENT

Mr. TEAGUE. Mr. Chairman, thank you. It is good to see you.

I would like also to ask Mr. W. B. Carter, who is chairman of the California State Board of Forestry, to come to the table, if he may. He has no statement, but he is here with moral support.

Senator BYRD. We would be delighted to have him sit at the table.

Mr. TEAGUE. Mr. Chairman, I will be very brief.

For the record, I am Congressman Charles M. Teague of the 13th Congressional District of California. I do have with me Mr. Radford

and Mr. Carter, both of whom have had long experience in our very important problems of fire protection in California. I know what Mr. Radford is going to say and I fully endorse his statement and the request that he will make.

PREPARED STATEMENT

Mr. Chairman, I do ask permission to also insert a short statement for the record, which was sent to me by Mr. Frank Jewett, who is chairman of the Citizens Committee of the Los Padres National Forest.

Senator BYRD. Congressman, the statement will be included in the record at your request.

Mr. TEAGUE. Thank you.

(The statement referred to follows:)

LOS PADRES NATIONAL FOREST FIRE PROTECTION NEEDS

The Citizens Committee of the Los Padres National Forest, affiliated with the Watershed Fire Council of Southern California, again requests favorable consideration by your committee for increased appropriations to the special fire protection fund for the Los Padres National Forest.

We are grateful for the increased appropriations of the past years; however, the plan developed in 1954 for a desirable fire protection program for the four national forests of southern California requiring $2,375,000 each year for 10 years, has never been attained. Rising costs have further limited the accomplishment of the necessary program, with those funds that were made available.

The added equipment, yearlong employment of experienced men, and preattack planning have contributed to the exceptional record acres burned in the Los Padres Forest. Good fortune also played a part in the location of the fire starts and their accessibility. There are still hundreds of thousands of acres that are inaccessible and in extreme fire danger periods are closed to public use because they are so difficult to protect. Fire starts there could become wildfires and do untold damage to the valuable watersheds.

February brought above average rain to southern California. The streams that have their beginning in the national forest are bringing our most precious commodity to our reservoir and valleys. Unfortunately flood damage also occurred and the extreme flooding in the fire denuded hills gives mute testimony to the need to protect the land cover from fire. The lush growth that will result from our welcome rain will create more fuel and during the late summer, fall, and early winter add to the fire danger in our wild lands.

Experience indicates the best insurance policy for the national forests is to provide for an adequate fire protection program.

Your favorable consideration and congressional approval, and appropriation is requested for—

1. $625,000 for the special fire protection funds for the 1962–63 fiscal year for the national forests of southern California;
2. The necessary funds to continue the program for the national forests; and
3. Funds for the improvement of the fire protection facilities and fire personnel quarters in the national forests.

GENERAL STATEMENT

Mr. TEAGUE. I also want to express our appreciation to your very fine staff member, Mr. Eaton, who has been so courteous and cooperative to us in arranging for this appearance.

Senator BYRD. Congressman, we are always glad to have these expressions of gratitude concerning our staff member. And we on the committee, of course, are very much indebted to him also.

Mr. TEAGUE. Very, very briefly, Mr. Chairman, I might just say that for more than 50 years, I have lived right on the edge of Los Padres National Forest. I have had many firsthand experiences with fires, including one in which I lost my pumphouse and stable and front porch furniture.

I do particularly like what Mr. Jewett has said in the statement I have just filed to the effect that there is no better insurance for our national forests than an adequate fire protection program and policy.

I could go on at some length, but I know you, Mr. Chairman, are familiar with it. I also know that the consideration this committee gives to the various requests is not dependent upon the length of the statements which are made. So if you will excuse me, I will run along. I have a luncheon engagement. However, I do heartily endorse the statement Mr. Radford will make, and the one that Mr. Jewett has made and that has been filed with you.

Senator BYRD. Congressman Teague, we appreciate your presence before the committee. We are sorry you were inconvenienced by being delayed.

Mr. TEAGUE. Not at all.

Senator BYRD. We know how busy you are and we know you must go. We appreciate your coming this morning.

Mr. TEAGUE. Thank you.

Senator BYRD. Mr. Radford.

SOUTHERN CALIFORNIA WATERSHED COUNCIL

STATEMENT OF ROBERT T. RADFORD, REPRESENTATIVE

PREPARED STATEMENTS

Mr. RADFORD. Senator Byrd, I have filed with Mr. Eaton copies of the statement from the watershed fire council and from the watershed commission, and he has a copy of the statement from the San Diego group.

Senator BYRD. Are you proceeding to read a statement?

Mr. RADFORD. No, thank you. I have heard all the written statements I think I can stand.

Senator BYRD. You have three statements. Do you want one or all included?

Mr. RADFORD. I want them all included.

Senator BYRD. All right.

(The statements referred to follow:)

FIRE PROTECTION NEEDS OF ANGELES NATIONAL FOREST, LOS ANGELES, CALIF.

Each year since 1954 the Los Angeles County Watershed Commission has presented a program to the Congress explaining the need for increased funds for fire protection in the Angeles National Forest.

Our requests are based on a 10-year program formulated for the Los Padres, San Bernardino, Cleveland, and Angeles National Forests by the U.S. Forest Service in cooperation with the Watershed Fire Council of Southern California. This program calls for an annual appropriation of $2,375,000 special protection and maintenance funds to be used in the vital task of saving these forests.

However, funds appropriated by Congress since 1954 have fallen far short of the amounts needed to provide adequate protection for our watersheds. For instance, funds to be allocated to the Angeles National Forest during the fiscal year 1962 will total only 75 percent of the amount originally estimated to be required annually over a 10-year period beginning with fiscal year 1955.

With funds which have been allowed, however, firefighting facilities in the Angeles National Forest have been improved to the extent shown in the following table:

	1954 estimated minimum need	Budget accomplishments through fiscal year 1962	Still needed	
			Number	Percent
Yearlong firemen	100 men	77	23	23
Seasonal firemen	167 men	8	159	95
Firefighting equipment	30 units	11	19	63
Radios	55	35	20	36
Prefire planning	500,000 acres	300,000	200,000	40
Water developments	57 units	1	56	98

The Angeles National Forest is a prime watershed area for Los Angeles County, with its 6½ million population. From 50 to 100 percent of the water needs of the many communities in Los Angeles County are met by the watersheds of this forest. Recent years have also brought a great increase in use of the area for recreation.

Fire is a constant threat because of the extremes of high temperatures and dryness in this region throughout most of the year.

That a serious yearlong fire problem exists was never better illustrated than by the not unusual hot, desert wind conditions during January of 1962 which returned the southern California forests to a midseason fire condition within a few days following periods of substantial rainfall and snow in December.

Fires in this area are costly in many ways. They destroy water-retaining vegetation, clearing the way for devastating mud and debris flows. Landslides scar the hills, uncovering bare rock underneath the thin skin of soil. Recreation areas are ruined. Lives, homes, and valuable water are lost.

In the Angeles National Forest, these conditions are complicated by an ever-expanding population rise and the extension of residential areas right up into the woodlands and mountain watersheds adjacent to the forest boundaries.

But the people of Los Angeles County have not been without providing for their own protection and prevention of fire dangers resulting from their proximity to the Angeles National Forest.

In the 10 years from 1951 to 1961 the county of Los Angeles through its various agencies directly and indirectly spent $13,887,298 of local tax funds for fire prevention and forest rehabilitation within the Angeles Forest. This is $1,246,518 more than was spent by the Federal Government for similar purposes during the same period.

We believe such continuing measures are unmatched by any local or State government in providing assistance to and cooperation with the Federal Government to insure the safety and welfare of local citizens whose lives and properties are so vitally affected by a federally administrated responsibility within their own community.

Therefore, we urge the Federal Government to meet these responsibilities under the plan outlined by the Watershed Fire Council of Southern California which this commission fully supports and endorses. We urge the Congress to—

1. Increase the appropriation of special funds in the 1962–63 fiscal year budget for fire protection in the national forests of southern California by the amount of $625,000 to attain the level of $2,375,000 required annually according to the original estimated needs established in 1964;

2. appropriate the necessary funds to continue the "program for the national forests"; and

3. appropriate the necessary funds to implement a program of structural improvements within the national forests of the United States, including fire protection facilities and fire personnel quarters.

FIRE PROTECTION NEEDS OF NATIONAL FORESTS OF SOUTHERN CALIFORNIA

The Watershed Fire Council of Southern California is a group of appointed and elected citizens representing the 9½ million residents of the eight counties of southern California which contain within their boundaries, the Los Padres, Angeles, San Bernardino, and Cleveland National Forests. This organization is dedicated to the work of assisting local, State, and Federal agencies in providing adequate fire protection and administering proper land-use management to the forest preserves and wildland areas of southern California.

In this direction, in 1954, we sought and received from the U.S. Forest Service a dollar formula which, in their opinion, would provide a level of fire protection of minimum acceptable standards and which, if projected over a period of 10 years, would also provide certain essential capital improvements within these four national forests. The amount needed in addition to the amount then being provided for regular protection and maintenance in 1954 was calculated to be $2,375,000 annually.

In response to our requests, Congress has allowed additional supplemental funds in the years since 1954, but the full amount to provide that minimum protection designated (at 1954 prices and wages) for a year's period has never been appropriated in any one year, and therefore our program has fallen further behind.

Little time need be spent in justifying the critical need for increased national forest fire protection in southern California. Acute combinations of long, dry summers and hot desert winds of fall and winter create a yearlong fire season and the extremely steep and rugged slopes make fire control in this area very difficult and costly.

Outdoor recreation is heavier in the national forests of southern California than in any other national forest or recreation area and increasing use by still rapidly developing population means increasing chance of man-caused fires.

In fact, a special subcommittee of the House of Representatives Interior and Insular Affairs Committee in 1957 found that "forest fire problems in southern California are more acute than in any other part of the country and require special consideration."

For example, the deplorable situation is that the four national forests of southern California suffered 44.5 percent of all of the dollar damage by fire to all of the national forests of the United States during the 16-year period from 1941 through 1957. In 1958, fires in these four forests accounted for 52 percent of all acreage destroyed in the national forests.

In spite of these severe losses, and the insufficiency of funds allowed by Congress, the fire-control posture of southern California has nevertheless improved in recent years. We have long advocated that adequate appropriations of funds for protection can reduce acre damage from fires which do occur and the enormous amounts of emergency funds spent for their suppression.

No better example has presented itself than during the past calendar year when measured fire indexes showed that a potentially explosive situation existed for most of the 12 months. Despite the fact that our four forests experienced more fire incidents from all causes than in 1960, a significant decrease was shown in the number of acres burned.

There were 84 more fire occurrences in 1961 than in 1960, but acreage destroyed was reduced by 71,836 acres. Emergency fire suppression costs were also less by $1,833,051.

While a great deal remains to be accomplished, and a large accumulated deficit of planned funds over the years needs to be dealt with, increased benefits thus far provided such as better equipment, increased manning, yearlong employment of key fire people, increased capability of strong initial attack coupled with continued expansion of aerial firefighting methods and other new developments are beginning to pay dividends.

An illustration of what has been accomplished to date and what remains to be done is shown in the table attached hereto.

The watershed fire council believes that with the appropriation in fiscal year 1962–63 of the remaining $625,000 supplemental funds necessary for 1 full year of protection, and a continuation of this program until its fulfillment that disastrous fire losses to valuable watershed land in southern California can be further reduced and held within acceptable limits.

After we are successful in establishing this program on a fully funded yearly basis, we will examine, in view of the special needs of our area, the new protection plan now being developed for all of the national forests of the United States,

and we are hopeful that this new program will adequately insure a level of protection and management which we can support for the years to come.

In closing, we urgently petition this committee and the Congress to—

1. Increase the appropriation of special funds in the 1962–63 fiscal year budget for fire protection in the national forests of southern California by the amount of $625,000 to attain the level of $2,375,000 required annually according to the original estimated needs established in 1954.

2. Appropriate the necessary funds to continue the program for the national forests.

3. Appropriate the necessary funds to implement a program of structural improvements within the national forests of the United States, including fire protection facilities and fire personnel quarters.

Accomplishments and needs, national forests of southern California

	1954 need estimates	Accomplishments through fiscal year 1962	Still needed after 7 years	
			Amount	Percent
Additional firemen (seasonal and yearlong) positions	756	334	422	55
Pumpers	93	29	64	69
Tractors	11	4	8	72
Radio equipment ... units	264	188	76	28
Preattack planning ... acres	[1] 3,708,000	1,301,000	2,407,000	64
Water developments ... units	482	31	451	93
Fire roads ... miles	389	25.5	363.5	93

[1] Revised upward by U.S. Forest Service estimated needs from original 2,671,000 acres.

Citizens Forestry Study Group of San Diego County

Gentlemen, the Citizens Forestry Study Group of San Diego County herein presents its eighth annual request to Congress to appropriate funds to permit full implementation of the fire protection plans presented in 1954 by the four national forests of southern California. This request has been reendorsed each year by the Watershed Fire Council of Southern California. In October 1957, a special subcommittee of the Committee on Interior and Insular Affairs recommended appropriation of these funds.

The Citizens Forestry Study Group of San Diego County came into being in 1951 following several disastrous forest fires in our county. The group has obtained an annual appropriation of $15,000 from the San Diego County Board of Supervisors. In fiscal year 1962, the group obtained 47,500 man-days of County Honor Camp and State Conservation Camps inmate labor for fire prevention work in our forested areas. This local contribution to our fire protection program is conservatively valued at $380,000. In addition, local communities have also contributed funds to increase the level of fire protection they receive.

The Cleveland National Forest covers approximately one-tenth of San Diego County. Its watershed, grazing, recreational, and scenic values are beyond estimation. The Cleveland National Forest provides a large portion of the water supply needed by the industries and the rapidly increasing population of San Diego County.

The Citizens Forestry Study Group of San Diego County continues its request that Congress appropriate the full $2,375,000 to permit full implementation of the 1954 fire protection plan for the four southern California national forests.

In confirmation of the urgent need for this appropriation a special subcommittee of the Committee on Interior and Insular Affairs, headed by then Congressman Clair Engle, meeting in Los Angeles on October 8 and 9, 1957, recommended "the administration consider the advantages of a plan to earmark approximately $2,375,000 to the four national forests in southern California in addition to the annual appropriation for national forest fire prevention and suppression. This amount, to be appropriated annually for 10 years has been recommended by the Southern California Watershed Fire Council" (p. 3, Committee Print No. 18).

Only by personal appearances in Washington of Watershed Fire Council and constituent group representatives, annual supplementary appropriations have been made. These appropriations, which have been in addition to the regular budget, for the four national forests in southern California have been:

Fiscal year:	*Appropriated*
1955	$250,000
1956	675,000
1957	900,000
1958	900,000
1959	1,150,000
1960	1,150,000
1961	1,450,000
1962	1,750,000
Total	8,225,000

The above amount is most inadequate in view of the $19 million which has been requested during the past 7 years. Not only are current needs not being met, but the forest management must also make up for past tasks that remain unaccomplished.

The additional funds appropriated have enabled the Cleveland National Forest to provide much better and additional fire prevention and protection. The most significant improvement is the increase in yearlong personnel from 7 in 1954 to 34 in 1962. These yearlong personnel provide increased and better fire prevention and protection.

In 1961 southern California experienced another extremely dry year. San Diego had the driest year in 110 years of weather history with only 3.46 inches of rain. In spite of the drought and the explosive condition of forest fuels, in 1961 the Cleveland National Forest had only one fire that exceeded 30 acres in size. This fine record was made possible mainly by the improved protection which has been provided by the suppleemntal funds the Cleveland National Forest receives.

Citizens Forestry Study Group of San Diego County respectfully urges your committee to report favorably on the full additional $2,375,000 recommended by both citizens and legislators. We also support implementation of the development program for the national forests which was transmitted to Congress by President Kennedy on September 21, 1961.

Only by a balanced program of adequate forest protection, administration, management, and progress through research can pressing public needs for water, forage, recreation, and wildlife be met now and in the future.

GENERAL STATEMENT

Mr. RADFORD. In order to get the record straight, my name is Robert T. Radford, and I am president of the Watershed Fire Council of Southern California, which includes eight counties and four national forests.

I am also chairman of the Los Angeles County Watershed Commission which was set up by the county government of Los Angeles.

All the things that are in the statement here I will not go over. I am just going to hit a few of the highlights.

LOS ANGELES COUNTY NATIONAL FOREST

First I will take the question of the county of Los Angeles and Angeles National Forest which is entirely within the county of Los Angeles. We have had a problem there that has been amplified and brought to the attention of everyone because of the increased population there.

This is my eighth time back here. To preface this, we have had a study made by the Forest Service, in 1954, of what would be the needs of the four forests within southern California to bring their level of protection up to what it should be. And the study resulted in the

fact that it would take $2,375,000 a year in supplemental protection funds for a period of 10 years to do that.

Now that is the program we started on and you can remember a couple or 3 years ago when I was here before you.

Now that is what all of these agencies are interested in and are attempting to get consummated. Up to the present time we have received in supplemental funds from the Congress $1,750,000. We are asking this year to get the balance of that, of $625,000, which would bring us up to 1 full year's allotment as figured for us in 1954.

It is needless to say, of course, we cannot buy the same thing today that we could in 1954 with the same number of dollars.

EXPENDITURE OF LOCAL FUNDS

Now I want to bring to your attention this one fact about Los Angeles County. During the years, 10 years, 1951 to 1961, the county of Los Angeles, through its various agencies, directly and indirectly, spent $13,887,298 of local tax funds for fire prevention and forest rehabilitation within the Angeles National Forest. This is $1,246,518 more than was spent by the Federal Government for similar purposes during the same period.

I want to bring that out because I want the committee to appreciate the fact that there the local people have more than carried their share. In other words, no other county in the United States has done as much for a forest as the county of Los Angeles. I mean, the taxpayers of the county.

Now as far as the whole picture is concerned——

Senator BYRD. Mr. Radford, the bell that you are hearing indicates that we are having a rollcall on the Senate floor.

Mr. RADFORD. All right, I am through.

Senator BYRD. So I must go. But I see that Mr. George Miller of Senator Kefauver's staff wants to introduce Mr. Michael and his party in the absence of Senator Kefauver, who had to go to Tennessee because of a death. Then, I believe, Congressman Taylor of North Carolina wanted to make some comments thereafter.

Gentlemen, I must go and answer this rollcall. I certainly want to accommodate you. If you would like to wait until I can come back, I will be glad to continue long enough to permit each of you to make your statements.

Mr. RADFORD. I would be very happy to do that, Senator.

Senator BYRD. Fine. I think we better do that because I do not want to inconvenience Congressman Taylor and others who have waited so patiently.

We will take a short recess.

(A brief recess was taken.)

Senator BYRD. Thank you, gentlemen. We will now resume.

Mr. RADFORD. I want to make a couple more points here and that will be it.

FIRE DAMAGE, CALIFORNIA AREA

That is to bring to the committee's attention again, which is in the statement here, the fact that these four forests of southern California are somewhat different from any other forests because during the 16-year period from 1941 to 1957, inclusive, 44.5 percent of all

the dollar damage done in all the national forests was done in these forests. Unfortunately, in 1958, 52 percent of all the acreage burned in all national forests were burned in these four national forests. So we have that problem of full year fire weather. Therefore, what we are after is more al! year around employment of key men so that you are at the point of having competent firefighters any time.

I would like to simply add this to the statement, that on January 8, 1962, the humidity in these forests was down to 8. Now, one of the greatest forest fires we have had occurred between Christmas and New Year's what was known as the Monrovian Peak fire.

WORK DONE UNDER APPROPRIATED FUNDS

I want to emphasize one point here, and that is to show what we have done and what we have accomplished because of the increased appropriations. We had 80 more fires in 1961 than we did in 1960, but the acreage was reduced by 71,836 acres. And as a result of that, the Federal Government spent $1,833,051 less on emergency fire suppression in 1961 than they did in 1960.

The thing that we are striving to get accomplished is that we have enough money for protection and management. Because we are absolutely certain that we can be benefited in the overall cost of operation of these forests by that. So this year we are asking the committee to appropriate $625,000 to get up to the $2,375,000.

If you will remember, Senator, last year the Appropriation Committee appropriated $950,000, the Senate committee, and the House cut it down to $300,000.

REQUEST FOR CONTINUATION OF FUNDS

The other thing I would like to point out is that we hope the committee will continue to appropriate the necessary funds to continue the development of the program for national forests. And again we want to emphasize the fact that we hope that there is enough money in the program to implement structural improvements of the national forests. Because we need fire protection facilities.

Now I want to make one more comment and then I am through. That is, I brought this picture here which shows in Los Angeles County the number of fires that we have had in the last 9 years. And that is a graphic picture which I think you will appreciate. Because I think you appreciated the fire picture I brought you a couple of years ago.

Senator BYRD. Yes; I remember.

DEBRIS DISPOSAL

Mr. RADFORD. Now one of the points I want to stress, and this was just given to me the other day, is what happens when this thing is burned up. There is a little basin the Forest Service built for one of the fires back in the Angels. And last year back of the little town of Siremat, they burned off a watershed. The watershed contained 128 acres.

I saw a week ago Saturday the debris basin where they are trying to haul the stuff out. That debris basin held 53,100 cubic yards, and all that dirt came off of 128 acres.

Now the citizens of Los Angeles County are going to pay $1.50 a yard to get that out of there.

And last Tuesday, a week ago today, we had a sudden intensive rain which lasted about 10 minutes and it put back another 10,000 cubic yards in that same hole. So the fires are the forerunners of terrific expense.

Now I would like, if I may, and I know you have a statement from Senator Kuchel—in this record of the Senate of February 16 there is a statement in here which you cannot include, except it could be printed along with our statement, a statement made by Senator Engle from California, which is relative to the same thing. If it could be printed along with our statement it would be appreciated.

Senator BYRD. Senator Kuchel's statement, Mr. Radford, was included in the record earlier this week, possibly late last week. He also submitted questions at that time and those questions were propounded to the witnesses and they were answered in the record.

Senator Engle's statement has already been included in the record also.

Mr. RADFORD. All right.

Thank you very much, Senator Byrd. I am not going to give you that map because that is all handwork. I just wanted you to see it. I wanted you to see the fact that we have burned in 9 years in Los Angeles County alone 347,000-some-odd acres, and it has averaged about 3 percent of the wildlife per year. Now that is 27 percent in 9 years. If we keep on going, we are going to have to move out into the ocean, I guess.

Senator BYRD. Mr. Radford, thank you again for attending our committee session. We think the testimony is very convincing.

Mr. RADFORD. Thank you very much, Senator.

Senator BYRD. Off the record.

(Discussion off the record.)

Senator BYRD. On the record.

Mr. George Miller, do you have a statement?

Off the record.

(Discussion off the record.)

Senator BYRD. Mr. George Miller, a member of Senator Kefauver's staff.

DEVELOPMENT OF FOREST SERVICE LANDS

STATEMENT OF HON. ESTES KEFAUVER, U.S. SENATOR FROM THE STATE OF TENNESSEE, PRESENTED BY GEORGE MILLER, LEGISLATIVE ASSISTANT

IMPORTANCE OF PROJECT

Mr. MILLER (reading). "Mr. Chairman, I greatly regret that I will be unable to attend the meeting of the Interior Subcommittee on March 13, 1962, and personally introduce three of my friends and colleagues from Tennessee, Mr. W. E. Michael, Mr. J. D. Lee, and Mr. Charles Hall. The untimely death of one of our Chattanooga city commissioners and a dedicated public servant, Mr. Pat Wilcox, makes it necessary for me to be in Chattanooga today.

"My colleague and friend Mr. Michael will speak better than I for the benefit of the project in which we are mutually interested this morning. I would merely like to endorse him and let him tell you the details of our request.

"I can say that I personally think it is an excellent plan and project which we are advocating this morning.

"We are requesting an appropriation for the construction of a road linking the Cherokee National Forest in Tennessee and the Natahala National Forest in North Carolina, the road to run some 40 miles from Tellico Plains in southeast Tennessee to Robbinsville in southwest North Carolina.

"This road would open up vast and beautiful virgin areas of forest and mountains to millions of Americans. Close to a million visitors see it each year now. The area is within easy reach of two-thirds of the population of the United States, and with the completion of the Interstate Highway System, 125 million people could visit it within 24 hours.

"From the Government's fiscal point of view this would mean new gasoline and automotive taxes and new access in order to market timber and timber products. These advantages are largely denied us today for lack of access to this beautiful region.

"I respectfully request the committee to give most serious consideration to the testimony and request of Mr. Michael and his presentation of the full picture of this most worthy project."

And this is respectfully submitted by Senator Estes Kefauver.

Senator BYRD. Thank you, Mr. Miller.

Off the record.

(Discussion off the record.)

Senator BYRD. On the record.

May I say to the constituents of Senator Kefauver that he is a very active and capable and highly esteemed member of this committee, the Appropriations Committee. I personally want to express my regrets that he, unfortunately, has to be in Tennessee today. In his absence I would like to say that we think a great deal of Senator Kefauver here.

Mr. W. E. Michael, of Sweetwater, Tenn., will now appear before the committee.

Mr. Michael, we are delighted to have you with us today.

FOREST ROADS AND TRAILS DEVELOPMENT

STATEMENT OF W. E. MICHAEL, OF SWEETWATER, TENN.

PREPARED STATEMENT

Senator BYRD. Mr. Michael, do you have a prepared statement?

Mr. MICHAEL. Yes, Senator.

I want to express my deep appreciation, and that of the other members of the commission, to you and your very efficient staff in making it possible for us to be here today and testify on this very important subject.

Senator BYRD. We appreciate your patience in waiting so long.

Mr. MICHAEL. I have prepared and filed with the clerk multiple copies of a prepared statement which I will not read if I may have it appear in the record.

Senator BYRD. The statement will be included in the record, Mr. Michael.

(The statement referred to follows:)

Mr. Chairman, 2 years ago, it was my privilege to appear before a subcommittee of the Senate Appropriations Committee in support of appropriations for the National Forest Service, with particular emphasis on forest development roads and trails. In that testimony, I urged the expenditure of necessary funds to build enough roads and provide enough facilities in the largest concentration of national forest lands east of the Mississippi to develop all of its vast potentials.

Specifically, I referred to the Cherokee National Forest lands in southeastern Tennessee and the Nantahala National Forest lands in southwestern North Carolina. In that testimony, I advocated the building of one connecting road linking Tellico Plains, Tenn., with Robbinsville, N.C., and making accessible from both sides of the mountain Joyce Kilmer Memorial Forest with its 38,000 inspiring acres of primitive wilderness.

Today, I would like to discuss these matters in a little more detail.

By way of identifying myself and the others who will testify on the same subject, I have served for 6 years as chairman of a nonpaid committee of citizens, appointed by the county court of Monroe County, Tenn., for the purpose of promoting the economic, industrial, and recreational development of our county and section of the State. Other members of that committee, at the present, are: Hon. Cook Carson, county judge of Monroe County; Mr. J. D. Lee, an attorney of Madisonville, Tenn.; Mr. J. L. Dyer of Madisonville, Tenn.; and Mr. Charles Hall of Tellico Plains, Tenn., a member of the county court of Monroe County. This became known as the Monroe County Industrial Committee.

On August 7, 1961, Hon. Buford Ellington, Governor of Tennessee, appointed a commission to work with a similar commission, appointed by Gov. Terry Sanford of North Carolina, in coordinating plans for the development of the area to which I have referred, and particularly to expedite the construction and finishing of the road, which has become known as the wagon train route, linking Tellico Plains, Tenn., with Murphy, N.C. This road, already in use on the Tennessee side for approximately one-half of its entire length and completed approximately one-half of the way on the North Carolina side, is planned as a joint effort of the two States and is not to be confused with the other road developments, about which we will be talking. The other members of the commission appointed by Governor Ellington are: Mr. Herbert Bates of the Tennessee Department of Highways; Mr. J. D. Lee; Mr. Charles Hall; and Judge Sue K. Hicks, retired, of Madisonville, Tenn. I am speaking today as chairman of both of these groups.

Gov. Terry Sanford of North Carolina appointed on the coordinating commission to represent the State of North Carolina: Chairman, Mr. Ted Jordan, a member of the North Carolina Highway Commission, of Robbinsville, N.C.; Representative Leonard Lloyd of Robbinsville; Mr. J. S. Howell of Robbinsville; Senator Frank Forsyth of Murphy, N.C.; and Mr. H. A. Mattox of Murphy, N.C., who is chairman of the Board of Education of Cherokee County, N.C.

The North Carolina and Tennessee commissions have worked together on this project and have met and discussed these matters at considerable length with representatives of the U.S. Forest Service from Tennessee, North Carolina, and the regional office in Atlanta, Ga. I believe that what I am about to say today represents the combined thinking of these two commissions and is thoroughly in keeping with the policies and long-range plans of the Forest Service.

When our county industrial commitee was first created, its first concern was to make a study of our assets in order to devise some means of improving the economy of the county.

Monroe County adjoins the State of North Carolina on the east and on that side of the county runs a chain of mountains, a large part of which is encompassed in the Great Smoky Mountains National Park. Approximately 40 percent of the land in Monroe County is in national forests. This mountainous area, just as ruggedly beautiful as the Smokies, is probably even more primitive.

Numerous peaks approach the 5,000-foot elevation and some exceed it. The entire area is interlaced with the finest and most extensive system of mountain streams in existence. Many Forest Service roads and timber access roads cover the area and make portions of it accessible to the sportsman or ardent outdoorsman. However, for lack of first-class roads, this great area, for all practical purposes, is closed to traveling America.

Eastern Tennessee and western North Carolina, along with southwest Virginia and north Georgia, constitute the summer vaction land of this Nation. The business of serving the needs of these millions of annual visitors has become our largest single industry.

Believing that our best hope for economic and industrial improvement lay in taking advantage of the great natural assets with which we were endowed, our committee initiated the efforts which we have been pressing for 6 years.

We enlisted the aid of Hon. James B. Frazier, Representative from the Third Congressional District of Tennessee, in whose district all of the Tennessee area lies, and Hon. Estes Kefauver, senior Senator from Tennessee, whose home town is Madisonville, Tenn., in Monroe County. Numerous civic clubs in Tennessee and North Carolina joined in this effort, and one of their great contributions was the spectacular wagon train celebration, which for 4 years has crossed the mountains from Tellico Plains, Tenn., to Murphy, N.C., on the 4th day of July.

Working first with Mr. John B. Spring, forest supervisor of the Cherokee National Forest in Tennessee, then with other officials of the Forest Service and of the States of Tennessee and North Carolina, a plan was evolved for the development of the region to which I have referred.

Basically, this plan provided that the States of Tennessee and North Carolina would acquire, construct, and maintain a highway connecting Tellico Plains with Murphy, N.C. This road would effectively bisect the area and make further development of it possible. The plan further contemplated that Federal funds would be sought to build roads, camping sites, and other necessary recreational facilities to make this vast, beautiful and primitive mountain region available to a large part of the 130 million people expected to visit our national forests annually by 1969.

I would like to file with this statement a map of region 8 of the national forest, which map is shaded to show the national forest within that area. This map discloses that the Cherokee, Nantahala, Pisgah, and Chattahoochee Nation Forests joint to make the largest concentration of national forest land, or publicly owned land, east of the Rocky Mountains.

The plan to which I have briefly alluded has been approved by unanimous resolutions, adopted by the Legislatures of North Carolina and of Tennessee. A copy of the resolution adopted by the Legislature of the State of Tennessee is attached to this statement as an addenda.

The national forests, to which I have referred, encompass approximately 2,400,000 acres of land. They almost surround the Great Smoky Mountains National Park, which is the most visited of all the national parks. The northern and eastern portions of this area have been improved by the construction of the Blue Ridge Parkway, a magnificent scenic highway, which attracts more than 5 million visitors per year.

The portion of these public lands about which I am speaking, including specifically the southern division of Cherokee National Forest, and the western portion of the Natahala National Forest, have received comparatively little funds for recreational or tourist development. Yet, this relatively undeveloped section is attracting more than 1 million visitors per year. The latest official figures that I have cover only a portion of the area, and that reports 617,000 visitors in 1958 in the Tellico-Hiwassee-Ocoee ranger districts of the Cherokee National Forest. The number of visitors is increasing rapidly each year, and with a minimum of expense per capita, this area could easily attract, hold and benefit 10 million visitors annually.

There are two other facts on which I would like to comment briefly, with reference to the location of this area. It is the only national forest area in the Eastern United States having mountains of sufficient height to provide ideal climatic conditions in the summertime, with primitive wildernesses, beautiful mountain streams, fishing, hunting, camping, and all of the other recreational potentials which the vacationing public seeks.

The second intriguing fact is that this area is within easy vacation reach of two-thirds of the population of the United States. When the Interstate Highway System has been completed, this area will be within 24 hours' travel time of more than 125 million people.

I would like to file, as an addenda to my statement, a composite map of the area under discussion which shows the Cherokee National Forest, the Nantahala National Forest, and the projection of proposed roads within the area. I understand that this system of roadways fits into the long-term planning for the development of the national forests, as submitted to the Congress by the President. As the shaded portion of the map will disclose, some of these projected roads are entirely on public lands and nearly all of them largely on public lands. The road numbered 1210, extending from Tellico Plains, Tenn., following Tellico River, to the top of the mountain, is already in service, and will be taken over by the State of Tennessee when North Carolina completes the link designated as 420. The Tennessee end of this road has been hard surfaced, and the State of Tennessee has completed the surfacing of the last 3½ miles.

The road with which I am particularly concerned today and one that I believe can be justified from any consideration is the road from Robbinsville, N.C., to Tellico Plains, Tenn. This road can be constructed entirely on public lands or it can be constructed so that the greater portion of it is on public lands. Existing roadways now are on Forest Service land, and they are 416–3, 416–2, 81, and 81–B, leading from Robbinsville, N.C., to the top of the mountain at the Tennessee line near Stratton Meadows. From that point, existing road 1234 would carry this road to within approximately 7 miles of Tellico Plains, Tenn. The numbered roads, which I have just mentioned from Robbinsville to a point some 7 miles from Tellico Plains are dirt roads of low classification, but, for the most part, have good location and good grade.

To further describe this road, it should be said that, when opened to travel, it would not only be a short connecting, and therefore useful, link, but it would be a scenic highway unsurpassed in beauty. At Robbinsville it would connect with Federal Highway No. 129, which is the principal access route to Fontana Dam and to a portion of the Great Smoky Mountains National Park. From Robbinsville, it would pass by Joyce Kilmer Memorial Forest, which is one of the most beautiful and inspiring spectacles to be seen anywhere. From that point, for about 10 miles, it climbs the mountain to the Tennessee line, which is the mountaintop. From that point, it proceeds along the road marked "1234" for several miles along a mountaintop, passing through and above vistas of primitive beauty. It will be necessary to survey and relocate a portion of this road in North Carolina and relocation of a portion of the road in Tennessee will also be necessary.

I suggest, therefore, that this route be surveyed and that funds be made available for this purpose. The Forest Service advises that, in similar terrain, the average cost of a survey is between $3,500 and $4,000 per mile. This proposed route would approximate 42 miles, and I suggest a figure of $160,000 as a reasonable amount to defer the cost of a survey.

I am also advised by the Forest Service that the cost of constructing highways, or proper classification to carry the traffic, in terrain such as this, is approximately $50,000 per mile. This figure does not include bridges. The suggested route crosses no large streams, and bridging is not a major problem. Using the estimate of $50,000 per mile and allowing $250,000 for additional bridge expenses, I submit that this road could be constructed for $2,350,000.

If this committee considers these suggestions favorable, I hope that a way can be found, without jeopardizing any other funds of the Forest Service, or for public roads, to specifically earmark such funds. I suggest the possibility of increasing the ceiling of either the Forest Service development roads and trails fund or the public lands highway fund.

In addition to the benefits that will flow to the millions of people who will enjoy our mountains and be thrilled by their beauty, local citizens and governments will benefit greatly from the money they spend. Tourism is one of our biggest industries.

We must not lose sight of many other factors that are involved. The Forest Service is dedicated to the principle of multiple use, providing for the utilization of all of the potentials of the national forests for the benefit of all of the people.

The building of roads will not only increase the tourist business and provide a vacation land, but it will make the forest accessible for the protection, harvesting, and marketing of forest and timber products. It will facilitate the fighting of fires and the control of insects and diseases that blight the forests. It will assist in the protection of drainage areas, and it will make more vast areas accessible to sportsmen for the reaping of the great harvest of fish and game.

The expenditure of money for the purposes I have suggested is not a waste or a gift. I think it should be regarded as an investment. This mountainous area is so popular that as soon as the roads are open, the traveling public will extensively use them. Every new mile that is traveled means additional tax income from gasoline and automotive taxes. It is my firm conviction that this will be a self-liquidating project, and, in the final analysis, it will be a sound investment for the taxpayers and not a drain upon their resources.

We need to keep America strong. We can best do this by protecting our natural resources and taking advantage of our natural assets. I believe the suggestions I have made for appropriations will serve for the purpose of helping to strengthen America. I earnestly hope that this committee will report favorably and earmark reasonable amounts of money to be expended for the purposes which I have suggested.

I thank you on behalf, not only of our committee and of our local government, but on behalf of all of the people in our area who are vitally concerned.

General Statement

Mr. Michael. Senator Kefauver, who had to attend a funeral today in Chattanooga, desired to appear before the committee in person. He has had his able assistant read his statement for the record. Congressman Frazier of Tennessee, who is on the House Ways and Means Committee, had to attend a meeting of that committee and has asked me to say that he wishes to insert a statement in the record in support of our request. Congressman Roy Taylor, of North Carolina, who vigorously supports this project, will be here in a few minutes to make a statement.

(See Congressman Frazier's statement on p. 1261.)

Senator Byrd. Very well.

Mr. Michael. To identify myself, I am W. E. Michael, an attorney of Sweetwater, Tenn. I am chairman of a commission appointed by Governor Ellington of the State of Tennessee to work with a commission appointed by Gov. Terry Sanford of North Carolina, of which commission, Mr. Ted Jordan who is present, is chairman.

Purpose of Commission

The purpose of the commission is to coordinate the efforts of the various agencies in developing an area of our mountains which adjoins the Great Smoky Mountains National Park and is almost entirely within public lands.

I originally came into this picture as chairman of the Industrial Committee of Monroe County, Tenn. And with that committee and the assistance of Senator Kefauver, Congressman Frazier, Congressman Taylor and those officials of the Forest Service whom we requested to join us in these meetings, we worked out a basic plan for the development of this area.

PLAN OF AREA DEVELOPMENT

In brief, that plan was that if the States of Tennessee and North Carolina would provide a State highway, connecting Murphy, N.C., with the north-south main highways in Tennessee, that we would ask, and we would hope, that the Federal Government would develop its Forest Service lands into a vast vacationland which we think would be economically feasible and advantageous. We have worked on this plan, Senator, for about 6 years. I testified before this committee 2 years ago on the national forest roads and trail fund. At that time I called attention to what we now have developed as a plan of action of these joint commissions.

LARGE CONCENTRATION OF PUBLIC LANDS

I would like, at the outset, to refer to the national forest map, region 8, if I may file it for the record. The area to which I refer is the largest concentration of publicly owned lands east of the Mississippi River. It embraces the southern division of the Cherokee National Forest in southeastern Tennessee, the Nantahala National Forest in southwestern North Carolina (the top of the mountain being the dividing line there, and the Chattahoochee National Forest in north Georgia. Taken together the Cherokee National Forest, the Pisgah, the Nantahala, and the Chattahoochee comprise the largest body of publicly owned land in the Eastern United States.

That land also is the only publicly owned land in the eastern United States where the height of the mountain is sufficient to make it attractive as a recreation and vacation attraction.

I have been provided with a composite map in color, which was furnished to me through the Department of Agriculture, showing the area to which we refer, specifically, the Cherokee National Forest and the Nantahala National Forest in shaded areas.

These roads are not my drawings, but are the roads that have been projected, named, and numbered for the development of that area. I would like to file that with the committee.

Senator BYRD. It will be placed in the committee files.

(The map referred to was made a part of the committee files.)

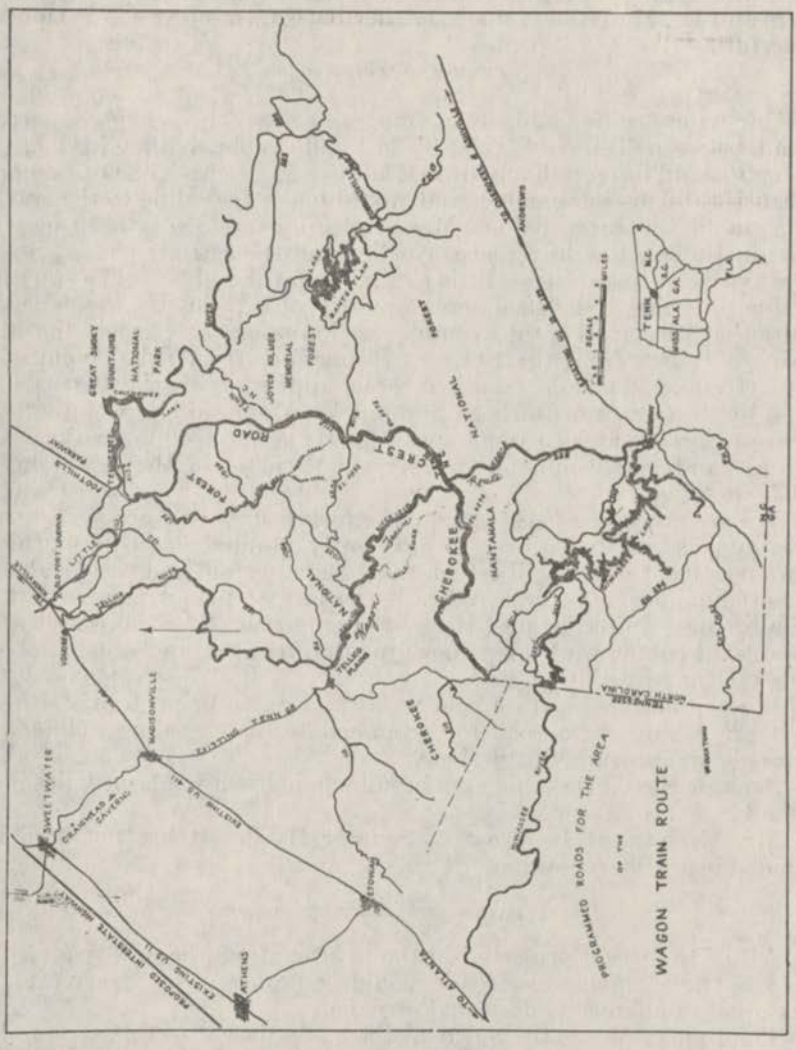
Mr. MICHAEL. Because it is so large, I have taken the liberty of reducing that in size and having a tracing made showing those proposed roads, together with some existing roads, which I would also like to file with the committee.

Senator BYRD. Mr. Michael, would you like the small map to be included in the record?

Mr. MICHAEL. If you please, Senator.

Senator BYRD. All right. And the larger maps will be placed in the committee files.

(The map referred to follows:)


WAGON TRAIN ROUTE
PROGRAMMED ROADS FOR THE AREA
OF THE
GREAT SMOKY MOUNTAINS NATIONAL PARK
CHEROKEE NATIONAL FOREST
NANTAHALA NATIONAL FOREST
CHEROKEE
SWEETWATER
ATHENS
TENN.
N.C.
GA.
ALA.
MISS.
LA.
ARK.
MO.
KY.
VA.

DEVELOPMENT PROGRAM OF THE NATIONAL FORESTS

Mr. MICHAEL. What we are asking, I believe, is entirely in line with the development program of the national forests, and certainly is in line with the program as announced by the Secretary of Agriculture and Dr. McArdle at the Asheville, N.C., meeting which I attended last fall.

SCENIC AND ACCESS ROADS

Our request is for additional funds to construct a scenic and access road between Tellico Plains, Tenn., and Robbinsville, N.C., all of which would be on publicly owned lands. It is across one of the most beautiful vistas imaginable, and would make accessible to the traveling public the Joyce Kilmer Memorial Forest, which is 3,800 acres of virgin timber, the only place, I believe, in the eastern United States that such an inspiring sight is available to the public. The spiritual value of seeing that 3,800 acres would probably justify the expenditure that we ask. I want to emphasize in my brief statement that this request comes from the State of Tennessee, from this Commission and from our people, and has been approved by the legislatures and by the Governors of both States. We work closely with the U.S. Forest Service, and I cannot speak for them but I do know that they understand and would be entirely sympathetic in the development that we suggest.

We are not suggesting a wasteful expenditure. We are in fact suggesting, as Senator Morse so eloquently pointed out this morning, an investment which will return this cost manyfold and will be almost a self-liquidating project. This is the largest primitive area left in the eastern United States, if not the only one. It is majestic in its beauty, it contains a tremendous growth of timber, and it is not accessible to the traveling public.

We are not asking to create an attraction to bring tourists there, but are asking for a road to accommodate the traveling public who already want to, and do, go there.

Senator BYRD. Has this area been included in a wilderness designation?

Mr. MICHAEL. I believe not, Senator Byrd. It has not been included in a wilderness area.

ALL ROADS NEW REVENUE SOURCES

All of the roads projected in the project would be new roads. All of the travel upon those roads would be new travel. Every tank of gasoline would mean additional revenue.

The Smoky Mountain National Park is adjacent to this area and it is already filled to overflowing. As a matter of fact, our people do not take their friends and visitors to the Smoky Mountains on a weekend for the simple reason that the traffic is so heavy they cannot get in there.

A few years ago, in 1957, it was forecast that by 1975, 3 million people would visit the Smoky Mountain National Park. Within 2 years that had been surpassed and it is yet not 1963.

RELATION TO TRAFFIC ON BLUERIDGE PARKWAY

The Blue Ridge Parkway, which is north of, and a feeder into this general area, handles between 5 and 6 million people per year. It is easily conceivable, and as a matter of fact I think it is reasonable and rational, that with the development of this area, it would accommodate 10 million people per year. The Secretary of Agriculture has estimated that 130 million people, annually, will visit our national forests by 1970. When that occurs, we will desperately need accessible areas, such as ours, in which to disperse them.

COST PER ROAD MILE

The road which we have suggested and which we are urging this committee to consider and appropriate for is 42 miles in length. The information given to me, at my request, through the Forest Service, which in turn came, I assume, from the Bureau of Public Roads, places the cost per mile of construction on the roads of that type in that terrain at $50,000 per mile, for a total of $2,350,000, including $250,000 for bridges.

Now part of this route would need to be surveyed. Existing roads of low character and classification already are in place containing some good grades. The figure they gave me would indicate an expenditure of $160,000 as a reasonable amount to defer the cost of the survey of this interconnecting access scenic highway connecting Robbinsville, N.C., with Joyce Kilmer Memorial Forest and Tellico Plains on the east.

We would like to reiterate that the road would do more than furnish tax revenues; it would do more than furnish employment to a great many people (because tourism is one of our growing industries, certainly in that section, the largest industry) and it also will enable the Forest Service to fight fires, haul out timber, aid in propagating wild life and game, and in general do all of the things that the multiple use of the forest calls for, and that is the purpose to which the Forest Service is dedicated.

FUNDS AVAILABLE

As to what funds are available, or as to how we reach that fund, and the complexities of legislation possibly necessary, are just a little too much for me to suggest. Those of us who work closely with, and admire greatly, the work that the Forest Service has done, sometimes think perhaps they are somewhat modest in their request for funds because when they take those funds and distribute them by any formula over a tremendous area of the acreage involved, it would take us several hundred years to get this road finished. I think that this is a justifiable and meritorious project. The pressing need for this road now will justify putting it in the same classification as the Smoky Mountain National Park, or the Blue Ridge Parkway, which did require, to get them started, special appropriations and a large amount of money made available to place them in operation.

Again I say this will pay its way as it goes, not only in money, but in many, many other returns that will contribute to the strength of America.

Thank you, Senator.

Senator BYRD. Thank you, Mr. Michael, for a very good statement.

Mr. MICHAEL. Congressman Taylor is here, as is also Mr. Wallace Hyde from North Carolina.

The area about which I have been talking, Senator, is in Monroe County, Tenn., the home place of Senator Kefauver. It is also the home of a very distinguished member of your staff here, Mr. Cecil McDaniel. So we are talking about places that are at least well known to the Senator and to Mr. McDaniel.

Senator BYRD. Thank you.

Congressman Taylor.

STATEMENT OF HON. ROY A. TAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH CAROLINA

SUPPORT OF PROJECT

Mr. TAYLOR. Mr. Chairman, I have read Mr. Michael's written statement and listened to him here today. I am anxious to associate myself with his remarks.

As he stated, tourism is the fastest growing industry in western North Carolina and eastern Tennessee, and the greatest demand which is being made on our public forests there is for scenic roads and tourist attractions.

I have here a tabulation showing the number of visitors who came to the Smoky Mountain National Park and those who traveled on the Blue Ridge Parkway from 1950 through 1961. I would like to place it in the record if I might.

Senator BYRD. It will be included in the record, Congressman Taylor.

(The tabulation referred to follows:)

Year	Visitors, Smoky Mountain National Park	Visitors, Blue Ridge Parkway	Year	Visitors, Smoky Mountain National Park	Visitors, Blue Ridge Parkway
1950	1,844,000	1,996,000	1956	2,886,000	5,023,000
1951	1,945,000	2,449,000	1957	2,944,000	5,048,000
1952	2,322,000	3,558,000	1958	3,169,000	4,989,000
1953	2,251,000	4,267,000	1959	3,162,000	5,589,000
1954	2,527,000	4,345,000	1960	4,529,000	5,503,000
1955	2,581,000	4,502,000	1961	4,726,000	6,048,000

GENERAL STATEMENT

Senator BYRD. You may proceed, Mr. Taylor.

Mr. TAYLOR. I just point out that in 1950, in the Smoky Mountain National Park, there were 1,844,000 visitors, in 1955 there were 2,581,000 and by 1961, last year 4,726,000. It is the most visited national park in America.

On the Blue Ridge Parkway, in 1950 there were 1,996,000 traveling on it, 1955, 4,502,000, in 1961, 6,048,000, up 10 percent since 1960 and up 300 percent in a decade. And the Blue Ridge Parkway feeds right into the Smoky Mountain National Park. And the park is surrounded by the forest land which we are discussing today.

NEED FOR NEW ROADS

Now the roads in the area, scenic roads, are overcrowded. They are taxed far beyond their capacity. We need more roads reaching into more areas in order to disperse and distribute this great flow of traffic. The present roads cannot handle it. And as Senator Morse said, this great surge of recreational use is going to continue and in another 10 years we might again double the number of visitors into that area.

I have enjoyed some visits to Joyce Kilmer Memorial Forest, the most beautiful stand of virgin timber in eastern America. And I believe that this road in question would open up one of the most beautiful sections of America. And I believe that it would be an expenditure which would serve a public need and a public demand.

That is all, Mr. Chairman.

Senator BYRD. Congressman Taylor, I appreciate your returning from the House floor again, and I wish to say I am sorry that you had to be inconvenienced by being delayed as you were. We are glad that you have come before our committee today. We will very carefully consider these requests and trust that you will come back again.

Mr. TAYLOR. Thank you.

I might add, Congressman James Frazier is very much interested in this. I saw him a minute on the House floor. He is on the House Ways and Means Committee and they are studying the trade bill this morning and are having an important hearing. He said he just ran over to the floor to answer rollcall and had to return to the committee.

Senator BYRD. Yes. Thank you very much. Congressman Frazier has left a statement with the committee which will appear in the record at this point.

(The statement referred to follows:)

STATEMENT OF CONGRESSMAN JAMES B. FRAZIER, JR., THIRD DISTRICT OF TENNESSEE

I have read with much interest the statements of Mr. W. E. Michael from my district, and of my colleague, the Honorable Roy Taylor from an adjoining district of the State of North Carolina.

It has been my pleasure to work with this projected development since its inception in 1956.

On different occasions I have gone into the area described with representatives of the U.S. Forest Service and other officials and citizens interested in the development of the area. In my opinion the plan, as proposed, represents the combined thinking and planning of all who have worked on the project for a number of years. I regard it as feasible, economical, and necessary.

The number of people visiting the Cherokee National Forest on the Tennessee side is limited only by the adequacy of the access roads. We have practically no roads in the area suitable for tourist traffic, which is rapidly growing.

I believe that this appropriation would represent a good investment of Federal funds and that it would be repaid many times.

I would like to join Mr. Taylor and Senator Kefauver in urging that this committee favorably report this request for additional appropriations.

COMMITTEE RECESS

Senator BYRD. I believe we have no further witnesses to appear at this time. The committee will be in recess until 2:30.

(Whereupon, at 1 p.m., the committee was recessed, to reconvene at 2:30 p.m. on the same day.)

(AFTERNOON SESSION, 2:35 P.M., TUESDAY, MARCH 13, 1962)

Senator BYRD of West Virginia (presiding). The committee will come to order.

Good afternoon, gentlemen.

At this time I would like to insert in the record the statement by the distinguished junior Senator from Alaska, E. L. (Bob) Bartlett.

Senator Bartlett could not be here this afternoon and he asked that we include his statement in the record, and we are very glad to do that.

(Senator Bartlett's prepared statement follows:)

STATEMENT OF SENATOR E. L. (BOB) BARTLETT

Mr. Chairman, Alaska has been a State just over 3 years which is but a short period compared with your own State which this year, along with New Mexico, celebrates half a century of self-government. I know all Alaskans would want to join me in extending congratulations not only to the States of Arizona and New Mexico but to you personally who have served the Nation in Congress for 50 years. During much of your congressional tenure you have been in a position to come to know many of Alaska's problems with which you have dealt sympathetically. Alaskans are grateful for the understanding of this subcommittee.

Although Alaska has achieved statehood the Interior Department, because of the very nature of its functions, remains one of the most important Federal agencies to the new States as it does in relation to the 11 Western States. Thus it is that I appear today to highlight a few of the allocations which would be Alaska's under the 1963 fiscal year budget for the Department and in one instance to ask for favorable consideration of additional funds to make possible a more realistic approach to the survey of lands.

BUREAU OF LAND MANAGEMENT

The Interior Department's budget would provide an allocation to the Bureau of Land Management of $1,820,000 for public land surveys in Alaska. Of this amount. $1,705,000 would be used to survey some 2,900,000 acres of land selected by the State of Alaska under the terms of the Statehood Act and to provide 2,500 miles of survey line the remaining $115,000 to be used for cadastral surveys of Federal land lying outside State selections.

It will be recalled that the Alaska Statehood Act, along with other land grants and transfers, permits Alaska in a 25-year period to select 102,550,000 acres from the vacant, unappropriated and unreserved public lands, plus 800,000 acres inside and outside the national forests for community purposes. This is a vast amount of land. As of December 31 of last year State selections had been made on about 11 million acres covering both statehood and mental health land grants, or a little over one-tenth of the Federal statehood grant. As of that same date the Federal Government had tentatively approved about 1,291,643 acres of the 11 million selected, with patent having gone to 190,392 acres. The land grants to Alaska under the Statehood Act were unique and were made to provide assistance to the State in the development of a strong economic base.

An orderly and a workable program of land selection is imperative.

In order for land patent to issue to the State the exterior boudaries of an approved selection must be surveyed by the Interior Department under the terms of the Statehood Act.

In recent months a disagreement as to selection and survey procedures has arisen between the Alaska Division of Lands and the Bureau of Land Management. That disagreement revolves around the language found in section 6(g) of the Statehood Act directing that State land selections contain no less than 5,760 acres and consist of "reasonably compact tracts, taking into account the situation and potential uses of the lands involved * * *."

Under this provision, the State has selected from available public lands tracts which exceed the minimum 5,760 acres but which are adjacent to other State-selected lands. The Bureau of Land Management, seeing the requirement of

compactness as a mandate that each State selection include all contiguous land with respect to which the State may wish to file application, has included such contiguous selections within a single external survey. In other words, the Bureau has surveyed only the exterior boudaries of two or more contiguous applications, issuing a single patent which covers the area in its entirety.

The result of this policy has been to reduce materially the value of land selected and patented to the State. On review of State patents, doubt has been expressed by title insurance firms that such surveys will be found adequate to prove insurable title.

State officials have conferred with Bureau officials to determine whether the Bureau plans to alter its present practice. No progress has been made, however, the Bureau considering itself bound by the provisions of the statehood act to apply to State selections a rigid test of compactness administratively read into the specific provisions of the act. A review of past Bureau practice with respect to statehood grants in other States has not been helpful. There is no precedent because the land grants to other States were of specified sections, already surveyed or to be surveyed before transfer.

It is my belief that the procedures now used by the Bureau in surveying only the exterior boundaries of several contiguous selections were never within the contemplation of Congress when the Alaska Statehood Act was approved. Although there is no legislative history helpful in determining the intent of Congress when it imposed the condition of compactness, the interpretation imposed by the Bureau of Land Management does not conform to the very purposes for which Congress made public lands available to the 49th State.

When the State of Alaska applies for patent to a tract of public land, its application is not an isolated incident of State planning. Each and every application submitted by the State is an integral factor in the overall planning to secure for the new State a sound and stable economic base. If the Federal Government fails to meet the fair expectations of State officials and conveys land which cannot be put into use without costly and time-consuming delay—shrouded with questions as to the validity of title—the very purposes for which the land grants were originally made possible will be undermined.

It is my hope, therefore, that the committee will include an additional $175,000 which will allow the Bureau of Land Management to fulfill Federal commitments under the Alaska Statehood Act.

To clarify to the Bureau of Land Management the meaning of the disputed language of the Alaska Statehood Act, I believe it is essential that the committee report specify that the additional $175,000 is made available to survey the exterior boundaries of each tract of public land covered by a State application, whether or not adjacent to other selected land.

BUREAU OF INDIAN AFFAIRS

I should like to express the hope here, Mr. Chairman, that the requested construction funds to provide additional schoolrooms and rehabilitate existing facilities for Alaska's native children will be approved. Nothing in Interior's 1963 fiscal year budget is more important so far as Alaska is concerned. There are hundreds of our young people attending school in old buildings, many of which are deplorably dangerous or overcrowded. Last year's program was a marvelous start, but the job to be done will suffer if the 1963 fiscal year request for Alaska is cut in any way. Under the program the Alaska allocations would provide additional room for 420 children now without facilities, plus replacing facilities for 660 children for a total construction program of $3,498,000. The

following table shows this construction program, exclusive of other planning and utility requests:

Locality	Budget request	Number of classrooms	Number of pupils
Alitak	$141,000	1	30
Eagle	159,000	1	30
Hooper Bay	519,000	7	210
Kiana	387,000	4	120
Kwethluk	230,000	3	90
Newktok	191,000	2	60
Noatak	378,000	4	120
Nondalton	219,000	2	60
Old Harbor	194,000	2	60
Oscarville	158,000	1	30
Scammon Bay	196,000	2	60
Stebbins	192,000	2	60
Tanunak	188,000	2	60
Tatitlek	186,000	2	60
Tetlin	160,000	1	30
Total	3,498,000	36	1,080

TRANSITIONAL GRANTS

The President's 1963 fiscal year budget includes $3 million for Federal transitional grants to Alaska, an item which is before you for inclusion in the appropriation bill for the Department of the Interior and related agencies. I urge approval of this request.

In 1959, as you know, Congress enacted the Alaska Omnibus Act. That act, the statehood act, and the Alaska Mental Health Act resulted in the cessation of large Federal programs and their assumption by the State. Among these responsibilities were the care of Alaska's mentally ill, the operation and maintenance of roads, the operation and maintenance of the Fairbanks and Anchorage International Airports, control of fish and game, etc.

The Alaska Omnibus Act authorized a 5-year $28½ million transitional grant program to assist Alaska in assuming these functions. The Congress appropriated $10½ million for the 1960 fiscal year and $6 million for each of the 1961 and 1962 fiscal years. There remains $6 million in outstanding authorizations, or $3 million for each of the 1963 and 1964 fiscal years.

Thus, the $3 million carried in the 1963 fiscal year budget is the fourth appropriation in the 5-year authorized program. Although not earmarked, these funds approximate the amount of money which the Federal Government would be spending in Alaska for specific purposes if Alaska were still a territory. The State has chosen to use the money largely to cover some of the Federal functions assumed. Gov. William A. Egan in the State's 1963 fiscal year budget now before the Alaska Legislature has proposed that $1,769,000 be spent for mental health and $638,000 for general health, for a total of $2,407,000 of the unearmarked $3 million in the Federal budget.

The transitional program has been of inestimable benefit during these first years of statehood and I urge that it continue as authorized for this coming fiscal year.

PUBLIC HEALTH SERVICE HOSPITAL FACILITIES AT BARROW

One other request for consideration in the appropriation bill under your jurisdiction, Mr. Chairman, which I should like to emphasize because of its importance to the welfare of Alaska's native people is the proposed allocation of $2,097,000 for a new 12-bed hospital at Barrow in northern Alaska. This amount would include outpatient and field health facilities, a heated warehouse, a potable and raw water system, sewage treatment facilities, an electrical generating plant and distribution system, roads, and related site improvements.

Because of Barrow's remote location, storage space for more than 1 year's supply of food and other materials is needed for the operation of the hospital and for needs of the staff. Providing satisfactory and practical water supply and sewage treatment facilities involves the solution of extremely difficult engineering design considerations.

It is my understanding that the proposed hospital facility to be built on pile foundations contains a gross area of about 18,000 square feet and, in addition, a heated warehouse containing a gross area of 3,500 square feet. It can be seen, therefore, that the scope of the project is considerably greater than the normal construction of a 12-bed hospital.

In view of Barrow's isolation on the Arctic Ocean resulting in high costs of building material, equipment, labor, and transportation, the amount of the appropriation request is justified. The need for the hospital is a very real one. Its construction, long desired, will be an additional step toward the provision of adequate health facilities for Alaska's Eskimo and Indian population.

Senator BYRD. Now we shall ask Mr. J. Walter Myers, Jr., of Atlanta, Ga.; Mr. J. V. Whitfield of Wallace, N.C., and Mr. Herman E. Baggenstoss of Tracy City, Tenn., to appear before the committee.

These three gentlemen represent the Forest Farmers Association, and they will appear together on the subject of forest research.

FOREST FARMERS ASSOCIATION

STATEMENTS OF J. WALTER MYERS, JR., DIRECTOR, J. V. WHITFIELD, FORMER PRESIDENT; AND HERMAN E. BAGGENSTOSS, PRESIDENT

PREPARED STATEMENT

Senator BYRD. Mr. Myers, would you please begin.

Mr. MYERS. Yes, sir, Mr. Chairman.

Certainly it is a pleasure to be here, and I have a formal written presentation and also a brochure that we have prepared in connection with our presentation.

Senator BYRD. We will keep the brochure for our files.

Mr. MYERS. Thank you, sir.

Senator BYRD. And we will include the statement in the record if you like.

Mr. MYERS. I would like just very briefly to highlight a few comments from it, if I may.

Senator BYRD. Very well.

(The statement referred to follows:)

Mr. Chairman and members of the committee, my name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association. It is a pleasure to appear before this committee again as a representative of our association. As you may recall, the Forest Farmers Association is an organization of timberland owners—primarily small owners—in 15 Southern States. Our association headquarters is in Atlanta, Ga.

This marks the 21st consecutive year that representatives of the Forest Farmers Association have testified before congressional committees on appropriations for U.S. Forest Service, and marks the 10th consecutive year that I personally have had the privilege. During this period, the wood-using industries in the South have shown tremendous growth, and private timberland owners and forest farmers have profited greatly from increasing markets for their timber. The continuity of this progress, however, depends on a sustained and well-guided program of forest research. Only in this way can the South's forest resources keep pace with the demands of a rapidly expanding economy.

Benefits from this research will accrue to the Federal Government and all segments of our population, in addition to the timberland owners and wood-processing enterprises. This committee has repeatedly demonstrated its interest and support in maintaining a strong program of Federal research in forestry, and this has been most gratifying. The committee, I am sure is also aware of the outstanding manner in which private timberland owners, wood-using industries, and the States are cooperating with the Federal Government in promoting forest research activities, particularly at the local level.

These groups logically, however, continue to look to the Federal Government for leadership in such research activities.

Representatives of the Forest Farmers Association, in recent months, have carefully reviewed the status of forest research activities in the South with numerous key individuals and groups, including the U.S. Forest Service. We were happy to note that the 1963 budget contains an increase of $1,227,000 for strengthening existing forest research programs. We were also happy to note that the 1963 budget would provide $750,000 for equipment and auxiliary facilities at new research laboratories and buildings recently constructed or currently under construction. We strongly support these increases.

We were disappointed, however, that no funds were included for construction of new research facilities, particularly for much-needed expansion at the Forest Products Laboratory, Madison, Wis., plus funds for new laboratories at Sewanee, Tenn. ($200,000); Alexandria, La. ($900,000); and Fort Myers, Fla. ($175,000). The expansion at Madison, Wis., would provide enlarged facilities to meet expanding needs for timber utilization research; and the other laboratories, in our opinion, are vital if Federal research programs are to be made more effective at the regional level.

The Forest Farmers Association was most encouraged to note the recent request by Senator John Stennis of Mississippi for a nationwide increase in the fiscal year 1963 of $9 million to include all of the above construction items, plus $6 million for nationwide strengthening of existing forest research programs. These construction and program increases as recommended by Senator Stennis would help the South and the Nation to keep pace with expanding needs for forest research. These growing needs have been of major concern to our group. As we see the situation in the South, a minimum increase of $1,120,000 in Federal funds is clearly needed by this area in the fiscal year 1963 for strengthening existing research programs. Little of this increase appears in the original 1963 budget.

On the other hand, most of these current minimum research construction and program needs are included at an acceptable level in Senator Stennis' recommendations.

The $1,120,000 increase which the Forest Farmers Association is seeking to strengthen existing research includes programs in 11 States as follows:

Insect and disease investigation control research.—A minimum of $315,000 is urgently needed for this work centered primarily in the States of Mississippi, North Carolina, Georgia, Louisiana, and Texas. A substantial amount of these funds would be used to step up investigations on two very serious southern forest diseases—fomes annosus and cronartium fusiforme, plus work on important forest insects. Some of this money would also go to activate work at the new Biology Laboratory at the research triangle near Raleigh-Durham, N.C. This committee can take a great deal of pride in this Biology Laboratory which it helped make possible, and which will undoubtedly contribute tremendously in the South's battle against forest pests.

Silvicultural studies.—Increased demands for wood mean that southern timberland owners must seek ways to make trees grow faster, to improve quality, and to make every acre produce its maximum. A minimum of $255,000 is needed for strengthening research in this field in Alabama, Arkansas, Florida, Louisiana, South Carolina, North Carolina, and Virginia.

Utilization and engineering.—Thousands of new uses and new markets can be developed for the South's timber through research. Such new markets will stimulate more profitability and increased forest development by landowners, including more small owners. The amount of $135,000 is needed this year for strengthening such programs, primarily in Alabama, Georgia, and Louisiana.

Wildlife and range studies.—$135,000 is needed for research on wildlife and range management to keep pace with growing demands. This work is centered in Florida, Louisiana, North Carolina, and Texas.

Watershed management research.—It is highly desirable that forest owners learn to manage their lands for water production and flood control, as well as for timber and other purposes; and $100,000 is needed this year for strengthening programs in Arkansas, Mississippi, and North Carolina.

Hardwood management.—$80,000 is needed for strengthening hardwood management research in the South. Information on managing southern hardwood forests is still woefully insufficient. These additional funds are needed to maintain and expand programs in Mississippi, North Carolina, and Tennessee.

In addition, there is a continuing need to maintain, at an appropriate level, the forest survey, which provides recurrent State-by-State resource inventories. While appropriations for this program are currently at the ceiling authorized by law, the South urgently needs $100,000 additional for this activity in 1963. It is hoped that necessary legislation may soon be passed and additional funds appropriated for this important activity.

The Forest Farmers Association hopes that this committee will recommend increases for research as suggested by Senator Stennis, since these increases are urgently needed to maintain minimum progress.

I thank the committee for its courtesy in hearing me.

GENERAL STATEMENT

Mr. MYERS. My name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association, which is an organization of timberland owners, primarily small owners, in 15 Southern States.

ASSOCIATION SUPPORT OF FORESTRY

Our headquarters are in Atlanta, Ga., and we have testified before the committee on a number of other occasions, and I know that this committee has repeatedly demonstrated its interest and support of forestry matters, and I am sure that it is also very cognizant of the cooperation that has been extended by the private landowners and other groups such as the States at the local level.

We still look to the Federal Government for leadership in research activities, however, and we have reviewed the budget for the fiscal year 1963. We certainly concur in the strengthening that appears of the Forest Service, and also the items for equipment and auxiliary facilities.

REQUESTED INCREASES ENDORSED

We want to endorse and support those increases, and we were also very pleased at Senator Stennis' request that he made in a recent speech to the Congress, to the Senate, and we would also like to endorse his comments.

We, as a group, looking at the research needs in the South, we see a need for a minimum increase of $1,120,000 in fiscal year 1963 to cover research needs in 11 of the 15 States that we operate in, and I would like to say that these items are covered at an acceptable level in Senator Stennis' comments and, very briefly, the needs that we see for insect and disease investigation and control as one category, a minimum of $315,000 in the States of Mississippi, North Carolina, Georgia, Louisiana, and Texas.

The silvicultural studies show us how to grow wood and trees faster, and so forth, a minimum of $225,000; for strengthening research in these fields in Alabama, Arkansas, Florida, Louisiana, South Carolina, North Carolina, and Virginia.

Utilization and engineering, $135,000 is needed this year for strengthening programs in Alabama, Georgia, and Louisiana.

Wildlife and range studies, $135,000 for work in Florida, Louisiana, North Carolina, and Texas.

Watershed management research, there is a need for $100,000 for strengthening programs in Arkansas, Mississippi, and North Carolina.

Hardwood management, research is woefully weak, and approximately $80,000 is needed in Mississippi, North Carolina, and Tennessee.

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In addition, there is a continuing need to maintain the forest survey which is the inventory of our forests at an appropriate level.

At present that is at the top ceiling authorized by Congress. We hope that, perhaps, that ceiling can be removed and funds appropriated as needed.

EXPANSION OF FOREST PRODUCTS LABORATORY FAVORED

In conclusion, I would like to say also that we strongly favor the expansion needed at the Forest Products Laboratory at Madison, Wis., plus laboratories at Sewanee, Tenn., which is a matter of $200,000; Alexandria, $900,000; and Fort Myers, Fla. of $175,000.

These construction items are likewise included in Senator Stennis' request.

I very much appreciate the opportunity to present our views, Senator, Mr. Chairman, and it is a pleasure to be here.

Senator BYRD. Thank you, Mr. Myers. You have one of the most distinguished, illustrious, capable, highly admired, and most beloved Senators who sits on this committee, Senator Russell. He has long been interested in the forestry program.

Your other equally distinguished Senator sits on the Agriculture Committee, Senator Talmadge. They are both held in the very highest esteem by their colleagues.

Of course, they are very actively engaged in promoting such work as you have described here, and I am sure that Senate Talmadge would be most interested in what you have had to say about a ceiling. Any legislation to alter the ceiling would have to pass his Committee on Agriculture.

Mr. MYERS. Yes, sir.

Senator BYRD. But the State of Georgia has two very wonderful Senators, and I count it a great privilege to work with them. I count it an honor to be on the committee here with your senior Senator, and to be on the Armed Services Committee and under his chairmanship there.

I think you have made a fine statement, and the committee will be very happy to consider your request.

Mr. MYERS. Thank you.

Senator BYRD. Mr. Whitfield, Mr. J. V. Whitfield from Wallace, N.C.

Mr. WHITFIELD. Mr. Chairman and gentlemen, it has been my privilege to be a member of the Forest Farmers Association since 1946, and I have been testifying here on forestry since 1952.

I take great pleasure in coming here today to offer a few suggestions.

FOREST FARMERS ASSOCIATION

Mr. Myers has outlined the views of the Forest Farmers Association on the South's current research needs, and I want to endorse his statement and to also speak briefly in support of the several items.

This committee and its counterpart in the House can take great pride in the substantial progress that has been made in forest research in the South and particularly in forest insect and disease investigation, and also in research on the management on our hardwood forests.

LOSS FROM DISEASE AND INSECTS

Now, up until a comparatively few years ago we did not realize we were losing more timber from disease and insects than from fire. Of course, fire is quick and spectacular, but insects, we do not see them work so often, but we have realized that, and we need to increase our appropriations for that research.

So we are requesting an increase of $315,000 for insect and disease investigation and, as Mr. Myers pointed out, $80,000 for hardwood management studies which we need.

WATER SUPPLY STUDIES

Our Nation's water supply is also tremendously important. It might be pointed out here, Senator, Mr. Chairman, that in 1900 we used 41 billion gallons of water daily; in 1945 we used 150 billion gallons daily; and now we are using 250 billion gallons daily, and our water engineers tell us by 1980 we will need 600 billion gallons daily. Where are we going to get that water?

That means one of the ways we get it is by putting every watershed in tiptop shape. That won't give us all of it, but it will help.

Having been chairman of the North Carolina Stream Sanitation Committee, this is not the point of how we are going to get more water, but you do want to emphasize that one of the facts we have got to look into is to put every watershed in the United States in tiptop shape which will help us considerably.

We can no longer delay such research of our country if it is to maintain and expand its economy in an orderly and uninterrupted manner.

As I pointed out, being chairman of the North Carolina Stream Sanitation Committee, that position—in that position I have had a firsthand opportunity to realize just how important is the wise use of our water resources. In fact, it has now become our most precious commodity

The Forest Farmers Association has increased or it is suggesting an increase of $100,000 to strengthen the existing programs in Arkansas, Mississippi and North Carolina.

STUDY ON TIMBER MARKETS

In conclusion, I want to speak briefly on the forest utilization and engineering item which Mr. Myers mentioned. An urgent need exists for new and expanding markets for timber products, and I am thinking of whole new vistas, not just the traditional lumber and pulp and paper markets.

Such new markets can make forestry a more profitable operation for the small landowner and make him more interested in development of his forest resources.

This could be a major key to small forest ownerships in North Carolina. The logical groups to spearhead such a major forest products research effort are the Government and private industry working together. I do not think that can be repeated often enough.

One hundred and thirty-five thousand dollars is requested to expand this work in Alabama, Georgia, and Louisiana.

Since all of these increases are included in a generally acceptable level in Senator Stennis' report, I, too, would want to strongly endorse Senator Stennis' recommendation, and I hope this committee may see its way clear in concurring in these recommendations.

Thank you, Mr. Chairman, for the courtesy of appearing before you.

Senator BYRD. Thank you, Mr. Whitfield, for your courtesy in giving us your testimony.

Would you like to have your prepared statement included in the record?

Mr. WHITFIELD. Please.

(Mr. Whitfield's prepared statement follows:)

STATEMENT BY J. V. WHITFIELD, WALLACE, N.C.

Mr. Chairman and members of the committee, my name is J.V. Whitfield, and it is certainly a pleasure for me to appear before this committee again. I am a small timberland owner and tobacco farmer from Wallace, N.C., and a former president of the Forest Farmers Association.

I also have had the privilege of testifying before this committee for a number of years now to offer suggestions on how existing Federal forest research programs might best be strengthened. Mr. Myers has outlined the views of the Forest Farmers Association on the South's current research needs, and I want to endorse his statement and also speak briefly in support of several of the items he mentioned.

This committee and its counterpart in the House can take great pride in the substantial progress that has been made in forest research in the South and particularly in forest insect and disease investigation, and also in research on the management of our hardwood forests.

It is essential that adequate funds be provided for this very important work, so that it can continue at an appropriate level. The Forest Farmers Association's request for an increase of $315,000 for insect and disease investigations and $80,000 for hardwood management studies would provide such funds.

Our Nation's water supply is also tremendously important, and a critical need for additional research on this resource exists. An adequate research program on water and watershed management is essential if this country is to maintain a necessary supply of water for personal as well as industrial use. We can no longer delay such research if our country is to maintain and expand its economy in an orderly uninterrupted manner.

For quite a few years, I have served as chairman of the North Carolina Stream Sanitation Committee. In this position, I have had a firsthand opportunity to realize just how important is the wise use of our water resources. The Forest Farmers Association is suggesting an increase of $100,000 to strengthen existing programs in Arkansas, Mississippi, and North Carolina.

In conclusion, I want to speak briefly on the forest utilization and engineering item, which Mr. Myers mentioned. An urgent need exists for new and expanding markets for timber products. And I am thinking of whole new vistas—not just the traditional lumber and pulp and paper markets. Such new markets can make forestry a more profitable operation for the small landowner and make him more interested in development of his forest resources. This could be a major key to further development of small forest ownerships in the South. The logical groups to spearhead such a major forest products research effort are, in my opinion, the Government and private industry working together; $135,000 is requested to expand this work in Alabama, Georgia, and Louisiana. Since all of these increases are included at a generally acceptable in Senator Stennis' request, as mentioned earlier, I too want to strongly endorse Senator Stennis' recommendations; and I hope this committee may see its way clear to concur in these recommendations.

I thank the committee for its courtesy in hearing me.

GENERAL STATEMENT

Senator BYRD. Now, Mr. Baggenstoss.

Mr. BAGGENSTOSS. I am very happy to be here again before this committee.

I have testified in the past on forest appropriations. We are very happy in our area that Senator Stennis has seen fit to request $200,000 for the Sewanee Research Center there, and also that our own Senator, Estes Kefauver, has concurred in this request and is most interested in it.

SITUATION IN AREA

We are in the area that is very much discussed, like parts of our own State, the depressed area. I myself say it will never be depressed until the good Lord puts it down beneath the sea again.

Geologists tell me that the Cumberland Plateau has risen three times, and, so far as I am concerned, we are on top of the world. But we do have problems and, basically, our area is comprised of 65 percent woodland and only about 10 percent of that is under management.

A large part of the area is being stripped for coal mining and the research center there, we have one now, but we have no building for it, is doing a great job in telling us how to manage our lands, what kind of trees to plant, what will grow on the bald banks, and such questions as need to be answered.

I have a statement which I would like to submit, and I also want to thank you for the privilege of being here.

I think in this research center we are getting at the basic things, the things that may pay off 30, 40, 50 years from now in our so-called depressed area.

Senator BYRD. Mr. Baggenstoss, your statement will be included in the record. We appreciate your appearance before the committee. The committee will find your statement helpful. We thank you for your appearance.

(The statement referred to follows:)

STATEMENT BY HERMAN E. BAGGENSTOSS, PRESIDENT, FOREST FARMERS ASSOCIATION

Mr. Chairman and members of the committee, my name is Herman E. Baggenstoss. I am a weekly newspaper editor and forest farmer from Tracy City, Tenn., and the current president of the Forest Farmers Association.

I also have had the privilege of testifying before this committee on several occasions in support of various Federal forest research items. Like Mr. Whitfield, I want to endorse Mr. Myers' statement and also speak briefly in support of several specific items.

First, let me mention that Tracy City, Tenn., is located in Grundy County on top of the Cumberland Plateau. Most of our people are row crop farmers, and a number make a living as coal miners. Opportunities in both of these fields, however, are limited, and for a number of years have been diminishing. As a matter of fact, the Cumberland Plateau area could best be described as one of the Nation's economically depressed areas which you hear referred to from time to time.

Forest farming and the development of new timber-processing plants are among the few remaining opportunities for developing new jobs in our area. While the timber resources in my area are, perhaps, not as responsive to management as timber in certain other areas, these resources have not yet been developed to their full potential. I mention these facts so that you may better understand why I am here today speaking in behalf of increased forest research. Several years ago this committee and its counterpart in the House approved the establishment of a forest research center at the University of the South at Sewanee, Tenn. This is just a few short miles from Tracy City and in the heart of the Cumberland Plateau area. It was the first Federal research center established in Tennessee, and has meant a great deal to our area. Through its good works, our people are beginning to understand the potential value of their forest lands and how the development of these lands can work to their economic advantage.

It is important, however, that the fine work of this research center be expanded if it is to meet the growing needs of this area. Last year, this committee heard a request for a $200,000 laboratory to be built in conjunction with this research center. Due, perhaps, to other considerations this request was not approved.

Now, this committee has repeatedly demonstrated its interest and support in maintaining a strong program of Federal research in forestry, and your past actions and considerations have been most gratifying. I hope that this year the committee will again review the need for this laboratory at Sewanee and see its way clear to recommend funds for its construction. Meanwhile, our local people, including various small wood-using businesses, are cooperating to the fullest with this Federal research center as is the University of the South and its forestry school. These groups appreciate and look forward to the continued leadership of the U.S. Forest Service in such research activities and are most interested in developing to the fullest their timber resources which can be so important, economically, to this depressed area.

In conclusion, I want to speak also for the hardwood management research item. The Forest Farmers Association is requesting an increase of $80,000 to maintain and expand hardwood management programs in Mississippi, North Carolina, and Tennessee. The Appalachian hardwoods in my area once comprised one of the most valuable forests in the South. Their high-grade walnut, yellow poplar, and other species once provided valuable sources of income to our people. Due, however, to many years of neglect and poor forestry practices, this valuable hardwood growing area today contains largely low-quality and poor grade trees. Foresters advise me that with more information on how to manage these forests, and with the institution of improved forest practices, this land can again grow high-quality trees. Therefore, I particularly hope the committee will give its consideration to approving this item.

All of these increases which are being asked for by the Forest Farmers Association are included to an acceptable extent in Senator Stennis' request. Therefore, I hope this committee will see its way clear to concur in Senator Stennis' suggestions and recommend their approval.

Thank you for your courtesy in hearing my views.

NATIONAL LUMBER MANUFACTURERS ASSOCIATION

STATEMENT OF MORTIMER B. DOYLE, EXECUTIVE VICE PRESIDENT

GENERAL STATEMENT

Senator BYRD. We will now ask Mr. Mortimer B. Doyle, executive vice president of the National Lumber Manufacturers Association, to appear at this time.

Mr. Doyle will appear on behalf of the expansion of forest research, specially the Forest Products Laboratory at Madison, Wis. Mr. Doyle.

Mr. DOYLE. Mr. Chairman, my name is Mortimer B. Doyle, and I am executive vice president of the National Lumber Manufacturers Association.

I want to thank you for this opportunity of presenting our views. My statement is rather brief and, with your permission, I shall proceed to read it.

Senator BYRD. Very well.

COMPOSITION OF ASSOCIATION

Mr. DOYLE. Our association is a federation of 16 regional, species, and products associations representing the lumber manufacturing industry in all parts of the United States, the fourth largest manufacturing industry in the United States in number of employees.

As you know, our Federal Government owns or controls more than 25 percent of the commercial forest land and more than 40 percent of the commercial standing timber in our country.

For the next fiscal year, it is estimated that the Government will obtain from timber sales by the U.S. Forest Service and the Bureau of Land Management on this land an annual income of approximately $156 million.

CONCERN FOR FOREST RESOURCES

In view of this responsibility for the public proprietary interest, the Federal Government has a special concern for our forest resources. In view of this—and in recognition of the fact that more than half of our total commercial forest land and three-fourths of that in private ownership is in very small ownerships and that forest products research is basic to a sound forest economy—the Federal Government more than 50 years ago embarked upon a program of forest products research and established the Forest Products Laboratory at Madison, Wis.

VALUE OF RESEARCH

Basic forest products research has made possible better forest practices by both small and large forest landowners. The additional contributions of the Madison Laboratory, numerous new products, techniques, and the more efficient and economic utilization of forest products, have been extremely important to forest landowners and all consumers of wood and wood products, in both the public and private sectors of the economy.

As a major forest land owner, the Federal Government can be expected to make increasingly heavy demands on the research facilities of the Laboratory since such research is necessary for the economic utilization of the publicly owned forest lands. The Government, therefore, as well as industry, has a major interest in seeing that these facilities are modernized and brought up to date.

COST OF FACILITIES UNDER CONSIDERATION

The total cost of all the new facilities currently under consideration has been estimated to be about $10 million. As we understand, it would be desirable for the U.S. Forest Service to begin the entire project in the upcoming fiscal year as some of the physical expansion requirements of the Laboratory are so urgently needed that further delay could possibly jeopardize a number of the Laboratory's activities. In fact, denial of funds for expansion planning last year may well result in seriously handicapping some of its research activities.

Research has been directly responsible for many of the great advances which have been made in forestry to date; we urge that Congress reaffirm its support of the Laboratory by providing promptly the funds urgently needed to expand and modernize its currently existing physical facilities.

When we learned of proposals to expand the physical facilities of the Laboratory last year, our executive committee discussed them in considerable detail. The committee concluded that much of the fundamental research done at the Madison Laboratory could not be undertaken on a regional or State basis with the same degree of efficiency, and without unnecessary duplication of expensive facilities. Concern was expressed by the committee with the apparent attempt by the Federal Government to overdecentralize its forest products research

activities on a State and regional basis. This movement toward decentralization has created some concern that these actions may have been undertaken without considering the adverse effects they might have on the overall objectives of the Government's entire forestry research program.

SUPPORT OF LUMBER INDUSTRY

The lumber industry has long supported this program. Because of the Laboratory's past record of accomplishment, and the urgent need that the forest products industry maintain its products in a more competitive position with other materials, we feel that it would be a particularly wise investment on the part of the Federal Government to permit the Laboratory to expand and modernize its present physical facilities in order to meet current and future needs.

While we do not ordinarily favor increases in Government spending, we do feel, however, that where a Government agency is performing a necessary Government service, or where an appropriation involves the prudent management of important public property, sufficient funds should be made available to enable that agency to operate at the most efficient level. The Forest Products Laboratory at Madison, Wis., in our opinion, falls within this latter category, and we appear here today to urge that the committee approve funds needed to modernize and enlarge the Laboratory's physical facilities.

REQUEST FOR DIVERSION OF FUNDS

We are heartily in accord with congressional efforts to balance our Federal budget and keep governmental expenditures to a minimum. Because of this, we would not particularly urge an increase in the overall fiscal year 1963 budget for the U.S. Forest Service. Rather, we would urge that the committee, in its review of the Forest Service's budget request, find a way to allocate the funds which are being requested for the urgently needed expansion of the Forest Products Laboratory by a diversion of such funds from other activities which, while important in their own right, are less urgent and impelling at this time.

In my letter requesting time to appear before this committee, I stated our opinion that the continued deferral of funds for this purpose would, in the long run, adversely affect the economy of many communities dependent on forest products, particularly from the national forests and, in turn, the workers and industries of such communities, as well as the Federal Government.

For these reasons we recommend that the necessary funds to achieve the planned expansion and modernization of the Madison Laboratory be included in the bill under consideration.

With that, Mr. Chairman, I again reiterate I thank you very kindly for the opportunity to present our views to the committee.

Senator BYRD. Mr. Doyle, that is an excellent statement and exceedingly well presented. We thank you very much.

Mr. DOYLE. Thank you.

Senator BYRD. Mr. J. B. Edens, Southwest Forest Industries, Inc., Phoenix, Ariz.

WESTERN PINE ASSOCIATION

STATEMENT OF JAMES B. EDENS, PRESIDENT

PREPARED STATEMENT

Mr. EDENS. Mr. Chairman, my name is James B. Edens. I appreciate the privilege of appearing before the committee.

Senator BYRD. We are glad to have you appear, Mr. Edens.

Mr. EDENS. Thank you. I filed a copy of the statement and, if I may, I request that it be included in the record.

Senator BYRD. Your statement will be included in the record.

Mr. EDENS. Thank you, Mr. Chairman.

(The statement referred to follows:)

My name is James B. Edens. I am president of Southwest Forest Industries, Inc., a company that operates three sawmills, a paper and pulp mill, and wood and paper converting operations in Arizona, Texas, and California. Our headquarters is in Phoenix, Ariz.

I am president of the Western Pine Association, a lumber trade association whose 400 member mills in 12 Western States produce approximately 9 billion board feet of lumber annually, and employ more than 100,000 people. I am also a member of the board of directors of the Southwest Pine Association, an association of lumber manufacturers in Arizona and New Mexico.

I am testifying today as a representative of these groups.

The responsible segment of the lumber industry firmly believes in research as a necessary means of achieving two crucial objectives.

The first objective is to eliminate the drain by destructive agencies on our principal raw material and one of the Nation's chief natural resources. By destructive agencies I mean fire, disease, insect infestation, etc.

The shocking extent of this drain is made evident by an analysis of the statistics on timber removal from commercial forests for 1952, the last year for which such figures are available. In the United States the total removal of live saw timber trees amounted to approximately 61 billion board feet. Of this total about 49 billion board feet was represented by commodity withdrawal and slightly more than 12 billion board feet was accounted for by the destructive drain. Only 80 percent of the timber removed that year found a useful purpose; 20 percent of it was uselessly destroyed. In the western pine region the picture was even worse. Of the 12 billion board feet of saw timber removed in 1952, 37.5 percent was destroyed by the various destructive agents, and only 62.5 percent was harvested by the forest industry.[1]

The second critical objective of research is the development of new uses for wood and new products from wood to assure fullest utilization of our timber supply and to enable the industry to retain existing markets and capture new markets.

Individual companies and associations in the industry are presently conducting such research programs which have as their goal conservation and improvement of our timber resources.

Individual companies and associations in the industry are experimenting extensively with new wood uses and products.

In spite of the fact that the lumber industry is made up of thousands of small units and that, particularly in the West, their operation is on a short-term timber supply basis, millions of dollars are being spent annually by individual companies and associations on research and promotion in an effort to maintain wood's competitive place in the market.

Without this continuing effort substitute materials and competitive products would soon replace wood with a consequent and disastrous effect on the more than 1 million employees of the industry, the communities that depend on us almost solely for their economic stability, and the Federal Government's receipts of $156 million a year from timber purchasers. Even with this continuing effort on the part of the industry the forces of economic attrition have reduced the number of operating sawmills from 53,109 in 1947 to 31,645 in 1958.[2]

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[1] Source: Forest Service, U.S. Department of Agriculture, "Timber Resources Review."
[2] Source: Department of Commerce.

The lumber industry should not be expected to do this job alone. The fact that the lumber industry is composed mainly of small companies who have neither the facilities, the economic resources, nor the long-range outlook places a heavier burden on the private owners of timber who, in the West, account for only 23 percent of the ownership of timberland. In proportion to the total land area, private owners have contributed more than their share of the total research burden. In 1953, estimated expenditures for lumber and lumber products research by company laboratories and associations and private laboratories supported by companies totaled $5 million. That same year public agency laboratories contributed $2 million in research. With ownership of less than one-fourth of the saw timber acreage the industry, in the West, spent 2½ times as much as the public land agencies.[3]

As the largest single supplier of timber, the Federal Government has a big stake in the future of the lumber industry, and in self-interest must be responsive to the needs of the industry. Since, in the western pine area, 77 percent of the sawtimber acreage is in public lands, three-fourths of the timber we use must be purchased from the Government. During the fiscal year of 1959 western pine lumber manufacturers paid $42.5 million to the Forest Service alone for timber purchases.[4]

As the largest single supplier of timber, the Federal Government shares with the industry a responsibility for community stability, certainly, in the predominantly public lands areas. While these communities rely heavily on lumber payrolls for their continued economic existence there is an even more critical factor. Twenty-five percent of timber sales receipts from Government land are passed along to the counties in which the timber stand is located for school building and road construction. The effect on the local tax structure obviously would be grave if the volume of Federal timber sales diminished greatly.

The Forest Products Laboratory has made an immeasurable contribution in the field of lumber products development. There is still much information that needs to be developed. Specifically, there is need for fundamental information that can be used by the industry in its applied research effort. This would include:

(*a*) Dimensional stability of lumber for improved serviceability.

(*b*) Exhaustive study of fire resistance.

(*c*) Structural design information, particularly in new methods of fastening and fabricating lumber products.

(*d*) Fundamentals of adhesion need to be developed.

(*e*) Methods of finishing both in the clear and pigmented variety need adequate research to insure extended service life.

(*f*) Methods of utilizing the lower grades of lumber need to be developed to assist in the economical use of lumber products.

(*g*) Accelerated aging tests to provide rapid determination of the durability of glued components, finishes, and other product developments.

(*h*) Acceleration of the wood density study now in progress and the development of other studies to find methods of determining the basic strength values of wood.

It is, therefore, respectfully requested that the Congress favorably consider expansion of the budget and program of the U.S. Forest Laboratory for our mutual benefit.

GENERAL STATEMENT

Mr. EDENS. I am president of Western Pine Association, a lumber trade association whose 400-member mills in 12 Western States produce approximately 9 billion board feet of lumber annually and employ more than 100,000 people.

I am also a member of the board of directors of the Southwest Pine Association, an association of lumber manufacturers in Arizona and New Mexico.

I am testifying today as a representative of both of these groups.

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[3] Source: Society of American Foresters, "Forestry and Related Research in North America."

[4] Source: Forest Service, Department of Agriculture.

OBJECTIVES OF RESEARCH

The responsible segment of the lumber industry firmly believes in research; they believe in it as a necessary means of achieving two crucial objectives.

The first objective is to eliminate the drain by destructive agencies on our principal raw material and one of the Nation's chief natural resources. By destructive agencies I mean fire, disease, insect infestation, and the other hazards to our timber supply.

This drain is serious. In 1952 it accounted for 37½ percent of the 12 billion board feet of live saw timber, trees removed in the western pine area.

The second critical objective of research is the development of new uses for wood and new products from wood to assure fullest utilization of our timber supply and to enable the industry to retain existing markets and capture new markets.

EXPENDITURES BY INDUSTRY

In spite of the fact that the lumber industry is made up of thousands of small units and that, particularly in the West, their operation is on a short-term timber supply basis, millions of dollars are being spent annually by individual companies and associations on research and promotion in an effort to maintain wood's competitive place in the market.

SUBSTITUTE MATERIALS

Without this continuing effort substitute materials and competitive products would soon replace wood with a consequent and disastrous effect on the more than 1 million employees of the industry, the communities that depend on us almost solely for their economic stability, and the Federal Government's receipts of $156 million a year from timber purchasers. Even with this continuing effort on the part of the industry the forces of economic attrition have reduced the number of operating sawmills from 53,109 in 1947 to 31,645 in 1958.

NEED FOR FEDERAL HELP

The lumber industry should not be expected to do this job alone. The fact that the lumber industry is composed mainly of small companies who have neither the facilities, the economic resources, nor the long-range outlook places a heavier burden on the private owners of timber who, in the West, account for only 23 percent of the ownership of timberland. The other 7 percent is publicly owned. In proportion to the total land area, private owners have contributed more than their share of the total research burden. In 1953, estimated expenditures for lumber and lumber products research by company laboratories and associations and private laboratories supported by companies totaled $5 million. That same year public agency laboratories contributed $2 million in research in the same fields. With ownership of less than one-fourth of the sawtimber acreage the industry, in the West, spent 2½ times as much as the public land agencies.

FEDERAL STAKE IN TIMBER INDUSTRY

As the largest single supplier of timber, the Federal Government has a big stake in the future of the lumber industry, and in self interest must be responsive to the needs of the industry. Since, in the western pine area, 77 percent of the sawtimber acreage is in public lands three-fourths of the timber we use must be purchased from the Government. During the fiscal year of 1959 western pine lumber manufacturers paid $42.5 million to the Forest Service alone for timber purchases.

As the largest single supplier of timber, the Federal Government shares with the industry a responsibility for community stability, certainly, in the predominantly public lands areas. While these communities rely heavily on lumber payrolls for their continued economic existence there is an even more critical factor; 25 percent of timber sales receipts from Government land are passed along to the counties in which the timber stand is located for school building and road construction. The effect on the local tax structure obviously would be grave if the volume of Federal timber sales diminished greatly.

The Forest Products Laboratory has made an immeasurable contribution in the field of lumber products development.

NEEDED INFORMATION

This, however, is still much information that needs to be developed on dimensional stability, fire resistance, structural design, adhesion and fastening methods, methods of utilizing the lower grades of lumber.

These are all needed to assist in the economical use of lumber products.

Wood density studies now in progress must be accelerated. All of this is fundamental information that can be used by the industry in its own applied research effort.

It is, therefore, respectfully requested that the Congress favorably consider expansion of the budget and program of the U.S. Forest Laboratory for our mutual benefit.

Thank you, Mr. Chairman.

Senator BYRD. Does that complete your statement?

Mr. EDENS. Yes, sir.

Senator BYRD. Mr. Edens, we are very happy to have had you appear before the committee today.

You come in a most favored position inasmuch as you are a constituent of the chairman of this committee, and I will say to you that I will be very happy to sit for a long time at the feet of Senator Hayden.

Mr. EDENS. Thank you; so will I.

Senator BYRD. He is a great Senator. Thank you very much.

Mr. EDENS. Thank you.

Senator BYRD. Mr. Donald H. Gott.

AMERICAN WALNUT MANUFACTURERS' ASSOCIATION

STATEMENT OF DONALD H. GOTT, SECRETARY-MANAGER

PREPARED STATEMENT

Mr. GOTT. Mr. Chairman, I am Donald H. Gott, secretary-manager of the American Walnut Manufacturers' Association.

Since walnut is unique to North America, particularly the Midwest, I will also attempt, with your permission, sir, to make this unique in its brevity, if I may have your permission to do so.

Senator BYRD. I will be very happy to have you include it in the record, and you may emphasize whatever portions of it you desire.

Mr. GOTT. Thank you.

(The statement referred to follows:)

Chairman Hayden, members of the Senate Subcommittee on Appropriations for the Department of Interior and Related Agencies, I am Donald H. Gott and I serve as secretary-manager of the American Walnut Manufacturers' Association. My association, founded in 1914, has its headquarters in Chicago, Ill. We are a trade association, consisting of 15 companies engaged in processing black walnut logs into veneer and lumber for a wide variety of uses; e.g., in paneling and furniture. Our member companies produce more than two-thirds of all walnut veneer made in the United States. With few exceptions, our members and affiliated companies are located in the six Central States of Ohio, Indiana, Illinois, Iowa, Missouri, and Kentucky. Although walnut occurs naturally throughout eastern United States, the growth of veneer-quality trees is concentrated largely in these same six Central States. This central area supplies the major part of the walnut timber used by domestic and foreign manufacturers.

American walnut is one of our most valuable native hardwoods. It is highly esteemed by designers and architects for many high-quality uses because of its uniquely beautiful grain, hardness, strength, and durability combined with excellent machining and finishing properties. These fine characteristics are well known to the European market and have led to heavy export demands in recent years. For example, the export of veneer-quality black walnut logs increased 17 times during the period 1954–60. During this same period consumption by domestic veneer producers increased 3.2 times. The higher prices accompanying export demand have encouraged the harvesting of immature black walnut trees.

While the demand is increasing the supply of high quality timber is declining. According to recent Forest Service publications: "The supply of veneer quality logs in Iowa may be expected to diminish gradually during the next 10 to 15 years. The young stands building up today do not contain as many black walnut trees as did the earlier forests * * *." In their report on Indiana's forest resources and industries the Forest Service said: "* * * the Forest Survey has found that the volume of high-quality wood is declining in each of the Central States, although the total volume of wood is increasing." The information that I have just given you shows clearly that the demand for black walnut is increasing while the supply of high quality timber is declining.

Our association has recognized the adverse supply trend that has been occurring over the past several years. And, in cooperation with State and Federal forestry program, we have taken steps to encourage the proper planting, management, harvesting, and utilization of black walnut. Our industry, in cooperation with more than a dozen States, assists in collecting and distributing for planting from 3 to 5 million walnut seeds and tree seedlings annually. Undoubtedly more attention is given to planting walnut than to any other hardwood in the Midwest. We have helped finance Forest Service research that will improve the quality of walnut by pruning. And only this year we contributed cooperative funds to assist the Forest Service in conducting genetics research in black walnut. This work will be of value to forest land owners and to industry throughout the several Central States.

However, not all of our efforts have been successful. For example, we are finding that only a small percent of the nuts and seedlings we have helped distribute annually over the last 30 years have actually produced young stands

of walnut timber. Solution to the problem of how to plant successfully young stands of valuable hardwoods such as walnut will require intensive research in the laboratory and greenhouse as well as in the field.

The forests of the Central States are mostly privately owned—farmers own over half of the forest land. Discovery of a successful way to plant valuable hardwoods such as walnut, will lead to diversification of farm production and to a higher income for woodland owners. Furthermore, it will lead to production of a crop not now in surplus and not likely to be overproduced in the foreseeable future.

The heavy export drain and increasing domestic demand for walnut has reduced severely the quality and size of logs available to our plants. This is creating new processing problems: e.g., in veneer cutting methods and equipment, curling of cut veneer, drying, and gluing. These are highly technical problems that we cannot solve alone. Their solution will require research such as can best be done at the Forest Products Laboratory operated by the Forest Service at Madison, Wis.

Thus, we are faced with problems of increasing demand, shrinking supplies of quality timber, planting young forests for future supplies, and methods of processing lower-quality logs. To help our industry as well as other processors of fine hardwoods survive, we strongly favor increasing research facilities of the U.S. Forest Service. Specifically, we recommend for your consideration:

1. That funds be provided this year for the Forest Service to construct and equip research laboratories, greenhouses, and offices on the campus of Iowa State University at Ames, Iowa. The Forest Service has started research at their Ames office that will determine how, when and where to plant valuable hardwoods, including black walnut. This work is being done in cooperation with the university. But, solving the problem of planting hardwoods is going to take laboratories and greenhouses not now available to either the Forest Service or the university at Ames. We recommend that $200,000 be appropriated next year so that the Forest Service can construct this important research facility.

2. That the urgently needed $10 million expansion of facilities at the Forest Products Laboratory operated by the Forest Service at Madison, Wis., be at least started next year. The needed expansion and modernization of the Forest Products Laboratory would permit more intensive research in the many technical problems facing my association as well as other wood-using industries throughout the Nation.

I want to assure you that my association and its members will cooperate to the best of our ability in State and Federal forestry programs, just as we are doing now.

It has been a pleasure to appear before you and to present testimony favoring construction of Forest Service research facilities at Ames, Iowa and Madison, Wis.

I trust that you will give full consideration to my recommendations and to other forestry research needs of the Nation when you prepare the Forest Service budget for next year.

Thank you for your kind attention.

General Statement

Mr. Gott. My association, founded in 1914, has its headquarters in Chicago, Ill. We are a trade association, consisting of 15 companies engaged in processing black walnut logs into veneer and lumber for a wide variety of uses; e.g., in paneling and furniture. Our member companies produce more than two-thirds of all walnut veneer made in the United States. With few exceptions, our members and affiliated companies are located in the six Central States of Ohio, Indiana, Illinois, Iowa, Missouri, and Kentucky. Although walnut occurs naturally throughout Eastern United States, the growth of veneer quality trees is concentrated largely in these same six Central States. This central area supplies the major part of the walnut timber used by domestic and foreign manufacturers.

VALUE OF WALNUT AS NATURAL HARDWOOD

American walnut is one of our most valuable native hardwoods. It is highly esteemed by designers and architects for many high-quality uses because of its uniquely beautiful grain, hardness, strength, and durability combined with excellent machining and finishing properties. These fine characteristics are well known to the European market and have led to heavy export demands in recent years. For example, the export of veneer quality black walnut logs increase 17 times during the period 1954–60. During this same period consumption by domestic veneer producers increased 3.2 times. The higher prices accompanying export demand have encouraged the harvesting of immature black walnut trees.

DECREASED SUPPLY FOR INCREASED DEMAND

While the demand is increasing, the supply of high quality timber is declining. According to recent Forest Service publications—

> The supply of veneer quality logs in Iowa may be expected to diminish gradually during the next 10 to 15 years. The young stands building up today do not contain as many black walnut trees as did the earlier forests * * *.

In their report on Indiana's forest resources and industries the Forest Service said—

> * * * the forest survey has found that the volume of high-quality wood is declining in each of the Central States, although the total volume of wood is increasing.

The information that I have just given you shows clearly that the demand for black walnut is increasing while the supply of high quality timber is declining.

Our association has recognized the adverse supply trend that has been occurring over the past several years. And, in cooperation with State and Federal forestry programs, we have taken steps to encourage the proper planting, management, harvesting, and utilization of black walnut. Our industry, in cooperating with more than a dozen States, assists in collecting and distributing for planting from 3 to 5 million walnut seeds and tree seedlings annually.

I might mention that this year we have the largest participation by States, namely 14, with West Virginia included, Mr. Chairman. It is our largest seed collection program.

WALNUT PLANTING

Undoubtedly, more attention is given to planting walnut than to any other hardwood in the Midwest. We have helped finance Forest Service research that will improve the quality of walnut by pruning. And only this year we contributed cooperative funds to assist the Forestry Service in conducting genetics research in black walnut.

This was through the Central States Forest Experimental Station at Columbus. This work will be of value to forest landowners and to industry throughout the several Central States.

NEED FOR INTENSIVE RESEARCH

However, not all of our efforts have been successful. For example, we are finding that only a small percentage of the nuts and seedlings we have helped distribute annually over the last 30 years have actually

produced young stands of walnut timber. Solution to the problem of how to plant successfully young stands of valuable hardwoods such as walnut will require intensive research in the laboratory and greenhouse as well as in the field.

The forests of the Central States are mostly privately owned—farmers own over half of the forest land. Discovery of a successful way to plant valuable hardwoods such as walnut, will lead to diversification of farm production and to a higher income for woodland owners. Furthermore, it will lead to production of a crop now in surplus and not likely to be overproduced in the foreseeable future.

The heavy export drain and increasing domestic demand for walnut has reduced severely the quality and size of logs available to our plants. This is creating new processing problems; for example, in veneer cutting methods and equipment, curling of cut veneer, drying, and gluing. These are highly technical problems that we cannot solve alone. Their solution will require research such as can best be done at the Forest Products Laboratory operated by the Forest Service at Madison, Wis.

Thus, we are faced with problems of increasing demand, shrinking supplies of quality timber, planting young forests for future supplies, and methods of processing lower quality logs.

WALNUT FOR MILITARY USE

Mr. Chairman, I would like to mention at this time one of the greatest improvements in walnut lumber for the military has come out of Forests Products Laboratory in the last 18 months under the heading of "Technical Paper 1662," the stabilization of walnuts for military use in gunstocks.

RECOMMENDATIONS

To help our industry as well as other processors of fine hardwoods survive, we strongly favor increasing research facilities of the U.S. Forest Service. Specifically, we recommend for your consideration:

(1) That funds be provided this year for the Forest Service to construct and equip research laboratories, greenhouses, and offices on the campus of Iowa State University at Ames, Iowa. The Forest Service has started research at their Ames office that will determine how, when, and where to plant valuable hardwoods, including black walnut. This work is being done in cooperation with the university. But, solving the problem of planting hardwoods is going to take laboratories and greenhouses not now available to either the Forest Service or the university at Ames. We recommend that $200,000 be appropriated next year so that the Forest Service can construct this important research facility.

(2) That the urgently needed $10 million expansion of facilities at the Forest Productions Laboratory operated by the Forest Service at Madison, Wis., be at least started next year. The needed expansion and modernization of the Forest Products Laboratory would permit more intensive research in the many technical problems facing my association as well as other wood-using industries throughout the Nation.

I want to assure you that my association and its members will cooperate to the best of our ability in State and Federal forestry programs, just as we are doing now.

Mr. Chairman, I do thank you for this opportunity to present our views and recommendations.

In conclusion, if I may make this request, I have here a letter from Mr. E. Howard Gatewood, executive vice president of the Fine Hardwoods Association, who is just as interested in the overall domestic hardwood program as we are here in American black walnut.

Senator BYRD. Would you like to present that for the record?

Mr. GOTT. May I, sir?

Senator BYRD. We will be glad to include it. Thank you for your statement.

Mr. GOTT. Thank you, sir.

(The letter referred to follows:)

FINE HARDWOODS ASSOCIATION,
Chicago, Ill., March 8, 1962.

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: I am addressing you with respect to forthcoming appropriations for the Forest Service, which subject I understand is to be included in hearings before your committee. It will be very much appreciated if this letter can be made a part of the record of those hearings.

The Fine Hardwoods Association is supported by 35 companies who are manufacturers of hardwood veneers and lumber. Our members are located throughout the middle and eastern portions of the United States.

Our members are mainly small concerns and they depend largely on the farmer and the woodlot owner for their supply of logs.

There is currently a very heavy demand for hardwood veneer and lumber in such domestic species as walnut, cherry, maple, etc. Our association has long been a stanch supporter of good forestry practices and reforestation which will insure a continuing supply of logs.

Therefore, we very strongly endorse the requested appropriation of $200,000 for the Forest Service to construct and equip research laboratories, greenhouses, and offices on the campus of Iowa State Univesity at Ames, Iowa.

Our industry is faced with many highly technical problems which will require considerable research of the type done at the Forest Products Laboratory at Madison, Wis. Therefore, our industry will most sincerely appreciate the favorable consideration of your committee in providing the $10 million which I understand has been requested for the expansion of facilities at the Forest Products Laboratory in Madison. This much needed expansion and modernization will be of considerable benefit to the entire wood industry and we are hoping that this program can be at least started during the 1962–63 fiscal year.

We very much appreciate the privilege of submitting these views and trust that they will receive the full consideration of your committee.

Respectfully yours,

E. HOWARD GATEWOOD.

AMERICAN WOOD PRESERVERS INSTITUTE

STATEMENT OF ROBERT O. HAWES, EXECUTIVE VICE PRESIDENT

PREPARED STATEMENT

Senator BYRD. Mr. Robert O. Hawes, executive vice president, American Wood Preservers Institute.

Mr. HAWES. Mr. Chairman, I very much appreciate appearing before the committee today and presenting our views.

We have a statement that has been prepared, and we would like to ask that it be entered in the record.

Senator BYRD. It will be included in the record.

(The statement referred to follows:)

Mr. Chairman and gentlemen of the Senate committee, my name is Robert O. Hawes. I am executive vice president of the American Wood Preservers Institute. Ours is an industry that undertakes to upgrade the forest products of the United States for industrial, commercial, and residential use. Through the impregnation of selected and controlled chemicals we increase the serviceability of lumber and other forest products against the hazards of insect attack, fungi (rot), fire, and marine organisms.

Our industry does not usually encourage Government spending, but whenever prudent management of important public property is involved, we believe that the responsible agency must be given adequate funds to insure the most efficient use of that property. The appropriation now being considered by this committee for the U.S. Forest Products Laboratory at Madison, Wis., clearly falls within such definition. We are appearing here today to urge that the committee approve such funds as are needed to modernize and enlarge the Laboratory's physical facilities.

Our industry has been active in the processing of forest products since 1885. The initial and major impetus for its development as an industry was the use of railroad crossties. Since their inception, in the early part of the 19th century, the railroads of this country have used wood crossties to support their tracks. About 1885, when the cost of annual crosstie renewals reached such tremendous proportions that railway managements became actively concerned about skyrocketing costs, and foresters became alarmed about the possible exhaustion of timber supplies, wood preservation was introduced as a conservation measure. In those days the average life of untreated ties in track was only 7½ years and renewals amounted to 100 million ties annually.

As the treating industry developed, it became apparent that the impregnation of selected chemicals in crossties would provide railroads with a vastly improved return on their investment by reducing annual maintenance and replacement costs. In 1927 railroad utilization of treated ties had grown to 74,231,840 maximum. This represented approximately 70 percent of the total annual output of our industry.

From this beginning, the wood preserving industry developed techniques for processing power transmission and communication poles, foundation lumber, fire-retardant treated lumber, marine structures, permanent roadside structures, bridges, fencing, posts of many kinds, and so forth.

It should be noted that a substantial portion of lumber being processed by our industry is cut from Government lands. Therefore, the public shares a direct interest in the products of our industry.

The consumption of ties has now decreased to 23.8 percent of its 1927 requirements, and now represents less than one-third of the output of our industry, and the utility pole production has similarly been reduced to approximately one-third of the current output of our industry. Use of both of these major product groups appears likely to remain at or near present levels. Therefore, it follows that the future of our industry is substantially to be determined by our ability to expand the remaining one-third to effectively employ the capacity and investment now idle. It is estimated that less than 39 percent of the present treating capacity is being used.

It is essential for the expansion of our industry that we first develop a more sophisticated knowledge of the properties of treated wood than is now known. To obtain this knowledge, we are substantially dependent upon the effective central research effort which is being provided by the Forest Products Laboratory. For some time it has been our practice to subscribe a portion of our limited funds to the Laboratory, and jointly finance with the Government, the investigation and development of new techniques and knowledge for more effective utilization of the products of our forests.

For example, the U.S. Navy and other users and owners of timber piling have been discovering in recent years that marine borer infestation had become so acute in certain areas, that the economic use of timber in marine facilities has been largely reduced. The result has been a loss of business to our industry with a corresponding loss of jobs, a reduced use of the public forest and increased cost to the Navy and other users and owners of waterfront structures.

In 1959 the American Wood Preservers Institute jointly financed with the Government a research project at the Forest Products Laboratory to determine answers to this practical problem. As a result of this research, the Forest Products Laboratory provided our industry with a technique known as assay

measurement of preservative and defined requirements for performance which will insure a greatly reduced cost to the Navy and others in the utilization of pressure-treated forest products in marine installations.

An important new use of treated lumber protected against the ravages of fire is now being introduced. While techniques have been developed to measure fire performance, much additional information is needed if this new use is to realize its potential. The appropriation under consideration will provide test facilities to further evaluate the structural characterstics of fire-retardant treated forest products, and with the proposed facilities to make full-scale tests of new components to be certain that the new design criteria are adequate and safe for public use.

The public interest is involved in this matter, not only in terms of effective utilization of Government-owned timberland, but in terms of public safety, and in terms of increased employment opportunity provided by our industry in all timber-producing areas of our country.

Because of its record of accomplishment in finding effective and worthwhile answers to forest product technical problems, we feel that it is a particularly wise investment on the part of the Federal Government to permit the expansion and modernization of the facilities of the Forest Products Laboratory at Madison, Wis.

Because of its position as a major owner of the forest land, the Federal Government can be expected to make increasingly heavy demands on the research facilities of the Laboratroy. The Forest Products Laboratory research has so far been responsible for important advances in our industry, and improved utilization of public and private timber resources. We therefore urge the support of the Laboratory at Madison by granting it funds to expand its existing physical facilities.

GENERAL STATEMENT

Mr. HAWES. If I may, I would like to highlight a few of the points that are referred to in the statement.

Our industry seeks to upgrade the forest products of the United States by the impregnation of selected chemicals into the lumber and other wood products to increase its durability against the attacks of insects, fungi or rot, fire, and marine organisms.

The initial impetus for the development of our industry was the result of the great use that was made of railroad ties in the center and latter part of the 19th century.

About 1885 railroad consumption of railroad ties had reached a total of 100 million ties, and this heavy demand on the forests of our country, plus other uses then being made of it, presented a major concern on the durability of our forests, and because of the alarm of foresters and the railroads themselves, our industry was created by this interest, largely as a measure to conserve timber supply and timber resources.

As the treating industry developed, it developed techniques to chemically impregnate other materials, which included the transmission and communication poles, marine facilities, posts, fencing, both in farms, residential, right-of-way, and many other timber uses where durability was a major factor of its use.

In essence, in each instance we were able to provide the users of these products with a basis to vastly improve their return on their investment by reducing their annual maintenance and replacement costs.

NEED FOR KNOWLEDGE OF TREATED WOOD

We feel that it is essential to the future of our industry and to the utilization of our forest resources that a more sophisticated knowledge of the properties of treated wood be developed than is now available.

To obtain this knowledge we substantially rely upon the effect of central research, the efforts of the Forest Products Laboratory, particularly at Madison, Wis.

It has been our practice to subscribe a portion of our limited funds in times past to undertake jointly the funding of the cost of various research activities.

During the past 20 months in which I have served our industry as executive vice president of the American Wood Preservers Institute, we have had five such projects with the laboratories, either completed or in process or just now beginning.

Typical of these projects is one which was born out of a need that was created by the U.S. Navy or discovered by them and other owners of marine installations.

MARINE BORE INFESTATION

In certain areas marine bore infestation had become so active that it became necessary to substantially increase the cost of building regular wharf structures and other marine installations using nontimber in design and, as a result of this problem in 1959 our institute, with the Forest Products Laboratory at Madison, undertook to research this thing to find answers to the problem, and it was as a rseult of this particular research that we defined into existence a new quality of timber piling for this service, a new device by which the quality could be measured in advance of its service, and very recently the Navy has endorsed this, and now plans to call in from the districts of the Navy around the world all those who are connected with this area of marine installation to learn of this new technique, and this new product, so that the Navy can enjoy the savings that will accrue by using it.

Typical dock installation might require, for example, 60,000 lineal feet of piling, so that on a typical installation of this nature you could expect to save $120,000 per unit.

The Department of Commerce, for example, has in this particular instance been working with us and with the industry in general to make available to the public in the form of a commercial standard or several commercial standards the results of this research.

The Federal Housing Administration, for instance, is particularly interested in a research project that is now completed in this area which will be used for the development of property standards for residential use.

PROVISIONS OF REQUESTED APPROPRIATION

The appropriation now under consideration will provide test facilities which can be used by the laboratory to investigate many more properties of another new product of our industry, which is fire-retarded and treated wood.

The use of these expanded facilities will permit full-scale testing to develop good design criteria to protect the public, to present a good basis for building construction so that the public is involved in this matter not only in terms of effective utilization of Government-owned timberlands, but also in terms of safety and in terms of increased employment opportunities which these new developments are creating.

The Forest Products Laboratory at Madison, Wis., has so far been responsible for important advances in our industry and improved utilization of the public and private timber sources and we, therefore, urge the Senate Appropriations Committee to approve $4 million for the first stage of construction on the planned expansion of this essential Forest Service facility.

Thank you, Mr. Chairman, for this opportunity to appear before the committee.

I did ask that this statement be incorporated.

Senator BYRD. Yes, you did, and it will be included.

Thank you, Mr. Hawes, I appreciate very much your presence.

Senator BYRD. Mr. R. M. Boehm of the Masonite Corp.

MASONITE CORP.

STATEMENT OF ROBERT M. BOEHM, DIRECTOR OF RESEARCH AND DEVELOPMENT

PREPARED STATEMENT

Senator BYRD. You have a prepared statement, I see. Would you like to have the statement placed in the record at this point, and then give us the highlights?

Mr. BOEHM. If you please, Mr. Chairman.

(The statement referred to follows:)

This statement is in support of the forestry research appropriation for 1963 as outlined in the proposed budget submitted by the Honorable John Stennis, Senator from Mississippi, before the U.S. Senate on February 15, 1962. It is prepared and presented by Robert M. Boehm, director of research and development of Masonite Corp. for some 30 years and presently coordinator of affiliated plants in Australia, South Africa, Italy, Sweden, and Canada.

Masonite Corp. is the original and largest producer of hardboard products, derived from wood and used for a multitude of applications in both the industrial field and in the homebuilding field. The original and largest manufacturing plant is in Laurel, Miss., and it has constructed and operates a plant at Ukiah, Calif. It also owns and operates a wall tile manufacturing plant at Dover, Ohio, a resin producing plant at Gulfport, Miss., and fabricating plants in New Jersey, North Carolina, Illinois, and California. Its sales offices are in Chicago with central research laboratories at St. Charles, Ill. Gross sales in the United States are of the order of $72 million annually.

I appreciate the opportunity of appearing in support of the proposed amendment to the forestry research budget and particularly that of the Forest Products Laboratory at Madison, Wis., since the Laboratory has played an important part in the inception of the hardboard industry and in its continuing growth. Personally, I have spent more than 40 years in the field of pulp and paper, paperboard and wood fiber products. In this period I have seen the wood utilization field emerge from a relatively few, exploratory operations to its present magnitude. We feel that we are entering into an area of greatly accelerated growth and in this the Forest Products Laboratory has played and will play an increasingly important part.

Since Masonite Corp. is in many respects typical of the application of research to the utilization of forest products, I feel justified in describing the operation briefly. Wood, not suitable for lumber, is brought into the plant and reduced to chips. Both softwoods and hardwoods are used, depending on availability and the characteristics desired in the final product. These chips are reduced to fiber by explosion at steam pressures of up to 1,200 pounds per square inch. The fiber is refined, washed, and formed continuously into sheets of up to 3 by 18 feet in size. These wet sheets are then placed in multiple opening, steam heated hydraulic presses, where high temperatures and pressures are exerted until the fibers are bonded together primarily by the lignins, which

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bound the fibers together in the original tree. I have four samples to illustrate: Sample "A" is a piece of standard hardboard, smooth on one side and with a screen impression on the other. Sample "B" is a piece of standard Duolux, smooth on both sides. Sample "C" is a piece of Royalcote, used in home construction. Sample "D" is a piece of Benelex, a semiplastic product of great density, used in the aircraft and electrical industries. All of these are wood, with no added resin or binder. Please bear in mind that the raw material for these products is wood, too small or irregular for conversion to lumber.

When William H. Mason made this invention back in 1925, which led to the establishment of the hardboard industry, for which there are now some 15 plants in the United States and over 80 in the world, he turned to Howard Weiss, then Director of the Forest Products Laboratory, to conduct the initial technical, engineering, and marketing studies. Since then, we have called on them many times for advice and assistance and to make experimental trials on equipment not otherwise available to us. We went to them for initial experimentation on making paper from this exploded fiber, leading to this plastic material, on corrugating, on gluing, on the chemical utilization of waste products, etc. When the American Hardboard Association required the evaluation of test methods to serve as the basis for industry specifications, it was to the Forest Products Laboratory that we turned. At the present time, the association has entered into a cooperative project with the Laboratory to secure engineering data on the structural properties of hardboard. This is a continuing consultation in which the Forest Products Laboratory has always been most cooperative. Technical aid to the industry not only helps the growth of a material currently and potentially important to the Nation's economy, but has a profound effect on the improvement of our forest resources.

The establishment and continued research in an industry of this type is of great value to the national defense. In World War II at the request of the armed services, we developed millions of square feet of special products for quonset huts, shapes for fluorescent lighting reflectors, die stock to make dies for the manufacture of aircraft, lofting board for ship construction and HD128 for the manufacture of the atom bomb.

There are few large industries in the United States made up of as many small producers as the wood-using industry. These operations, many of them located in distressed areas, are very important to each local economy as well as to the total economy and particularly to the current and future home building activity. These small businessmen, using and working with wood, need a growing technical support, such as can be provided by the Forest Products Laboratory, to maintain and improve their position. We strongly recommend that you keep forest products research growing by permitting the Forest Products Laboratory program and facilities to grow with the needs of the times. We hope that this committee will take favorable action on the proposed budget submitted by Senator Stennis. We believe the items covering expanded forest research facilities are vital to the wood industry.

General Statement

Mr. Boehm. Thank you Mr. Chairman. I would just like to give you some of the highlights.

I appreciate the opportunity of appearing before the committee in support of the proposed budget advocated by Senator Stennis.

I have been director of research and development of Masonite Corp. for about 30 years, and am presently coordinator of affiliated plants in Australia, South Africa, Italy, Sweden, and Canada.

I would like to take a slightly different approach on this, judging the future by the past.

MASONITE

Masonite was invented about 35 years ago, and we first turned to Howard Weis, who was then director of the Forest Products Laboratory, for technical and engineering surveys, which he reported favorable, and since then we have gone to the Forest Products Laboratory

repeatedly for assistance, for the utilization of equipment not otherwise available.

We used their paper machines, their chemical byproduct utilization, corrugating machines, gluing studies, and painting studies, and the like.

We have a large number of cooperative projects at the Forest Products Laboratory.

When the Hardboard Association wanted to perform test methods for Government specifications, we turned to the Forest Products Laboratory for their assistance. We have just placed a $75,000 cooperative project on engineering data.

In other words, without the cooperation of the Forest Products Laboratory, it is very questionable whether we could have grown from nothing to our present size in the last 35 years.

Masonite utilizes wood which is unsuitable for lumber either because it is too small or too imperfect. We use both softwoods and hardwoods.

PROMOTIONS OF GOOD FORESTRY PRACTICES

We own some 400,000 acres of our own. We purchased something like a half million cords of wood a year from farmers and small landowners. We give away something like a million and a half seedlings a year to promote good forestry practices.

We use the wood that makes the land better for the production of timber crops by thinning and good forestry practice.

We take this small wood, reduce it to chips, explode it under high pressure steam, fiber and compress it into board products, thereby releasing some of this land for good forestry practices.

I referred in my statement to four exhibits which I would like to submit, showing the range of product, approximately. Exhibit A is standard pressed wood.

Senator BYRD. Do you want to leave these for the committee files, Mr. Boehm?

Mr. BOEHM. Yes; if you please.

Senator BYRD. All right.

OTHER WOOD PRODUCTS

Mr. BOEHM. That is the original product. All of these samples are all wood, all binders.

Exhibit B is Duolux, which is smooth on both surfaces.

Exhibit C is Royalcote, which is used in interior paneling. You may have seen that on the "Jack Paar Show" recently; and exhibit D is Benelex, which is used in electrical and other industries.

All of those are nothing but wood. It pays us to develop a strong forestry industrial setup.

I would like to mention that in the last war they came to the Hardboard Association for materials for the national defense, as the result of which we furnished the material for quonset huts, lighting reflectors, dies for metal forming, shipbuilding, aircraft, lofting board, and a peculiar board for the atomic bomb, which is still being made, and hundreds of millions of feet of these things are made and sold every year.

I believe that covers the high points, and I appreciate very much the opportunity of appearing.

Senator BYRD. Thank you, Mr. Boehm, and we are including your prepared statement in the record. We thank you for your appearance today before the committee.

Senator BYRD. The next witness will be Mr. Robert N. Hawes of the Douglas Fir Plywood Association.

Mr. Hawes?

DOUGLAS FIR PLYWOOD ASSOCIATION

STATEMENT OF ROBERT N. HAWES, ATTORNEY

PREPARED STATEMENT

Mr. HAWES. Mr. Chairman, I have a written statement and in the interest of time I will summarize it. It is not too long, but I think I can make my point without going into too much detail.

Senator BYRD. All right. We will include it in the record and you may proceed as you wish, Mr. Hawes.

Mr. HAWES. Thank you.

(The statement referred to follows:)

Mr. Chairman, members of the committee, my name is Robert N. Hawes. I am an attorney here in Washington and represent the Douglas Fir Plywood Association. I am appearing here on behalf of the 154 member plants of the Douglas Fir Plywood Association, producing softwood plywood valued at $750 million, in support of the request for a construction and modernization program for the Forest Products Laboratory.

The Douglas Fir Plywood Association operates quality control and research programs on behalf of its member companies. It has, for many years, been closely allied with the Forest Products Laboratory in research relating to conservation and utilization of our timber resources and in programs for maintaining and improving the quality standards for the plywood produced by the industry. Specific research programs such as the White Speck timber utilization have been successfully conducted in conjunction with the Forest Products Laboratory. This program resulted in the utilization of large stands of Government-owned timber in Oregon which, before the program, had not been used and was sold as cull logs by the Forest Service. This timber is now valued at millions of dollars.

It is my understanding that the U.S. Government owns 187 million acres of timber. Substantial quantities are sold each year, bringing revenues which should be available to support projects such as the Forest Products Laboratory, which contributes so much to the conservation and utilization of our timber. There is no subsidy on timber or wood products. There are subsidies on agricultural products and many other programs which are considered important to the United States. We do not advocate subsidies, but in our opinion the conservation of our timber resources, which is one of the few of our restorable natural resources, should be treated with equal importance and funds to assure a constructive and valuable program must be provided.

The Forest Products Laboratory acts as technical advisor and researcher for the entire wood products industry. There is no one segment of this industry which is large enough to undertake all the types of research required. As the United States is the principal timber owner, the research should be conducted by the United States, with the results made available to the industry so that all will participate in greater utilization of our timber resources.

Senator Stennis has recommended a construction and modernization program for the Forest Products Laboratory which would permit new facilities and modernization of the present facilities.

If the Forest Products Laboratory is to continue to make its contribution to the conservation and utilization of the timber resources, it must have adequate and up-to-date facilities to undertake overall research in conservation, utilization, and products.

The suggested program requiring $10 million is not large when we consider the many hundreds of millions which are being asked by other agencies. However, the program is to be spread over 3 years with only $4,550,000 required in the present budget.

Our members are not advocates of excessive Government spending and we have objected in many instances to extravagance which we believe completely unwarranted. However, when the utilization and conservation of such a valuable resource as our timber may be at stake we feel that this type of program is necessary to our national interests, and failure to support such a program may endanger our future in the industry.

We would like to respectfully request that your committee give favorable consideration to the Forest Products Laboratory request for construction and expansion by allowing it $4,550,000 for construction in the 1963 budget.

Thank you for allowing me to appear on behalf of the Douglas Fir Plywood Association.

GENERAL STATEMENT

Mr. HAWES. I am an attorney in Washington, the attorney in Washington, for the Douglas Fir Plywood Association which is a trade association representing 154 member plants making softwood plywood, approximately 8 billion square feet last year, valued at some $750 million.

DOUGLAS FIR PLYWOOD ASSOCIATION

The Douglas Fir Plywood Association has cooperated with the Forest Products Laboratory on many technical projects relating to quality control, utilization of lumber, and other matters under our contracts which are made between the association and the Forest Products Laboratory.

We have been very closely associated with the laboratories.

We recognize their needs. We feel that this proposed construction program is not an expenditure of funds which will not be returned but an investment in forest research, and in view of the fact that the United States is the largest single timber owner, we feel that this appropriation should be made, and through the joint cooperation of our efforts and those others in the industry, it will be, the return will be, much greater than the amount expended.

I think that about covers our position, Mr. Chairman, and I thank you very much for letting us appear and testify.

Senator BYRD. Thank you, Mr. Hawes. We appreciate your appearance.

Mr. Clark E. McDonald, managing director of the Hardwood Plywood Institute.

HARDWOOD PLYWOOD INSTITUTE

STATEMENT OF CLARK E. McDONALD, MANAGING DIRECTOR

GENERAL STATEMENT

Mr. McDONALD. Mr. Chairman, members of the committee, my name is Clark E. McDonald. I am the managing director of the Hardwood Plywood Institute, an association of 55 manufacturers of hardwood plywood. I am appearing on behalf of these manufacturers in support of an appropriation for the Forest Products Laboratory construction and modernization program.

CONCERN OVER LABORATORY PROGRAM

As manufacturers of hardwood plywood using large quantities of American hardwood logs each year, we are vitally concerned with the advancement of the Forest Products Laboratory's program for increasing and improving our stands of hardwoods by the elimination of diseases and by planned plantings. The FPL research and utilization programs for wood and wood products require modern facilities and up-to-date equipment if the best results are to be obtained.

Our association has worked closely with FPL in developing standards for hardwood plywood and hardwood block flooring. Our industry, consisting of many small companies, is not financially able to provide the research facilities which are presently furnished by FPL. Therefore, our industry's welfare is tied closely to the efficiency and availability of the FPL research facilities.

CONSTRUCTION AND MODERNIZATION PROGRAM

A construction and modernization program has been proposed for the FPL. The program will eventually cost $10 million, of which $4,500,000 is requested for this year's budget. This program is not limited to the facilities of FPL at Madison, Wis., but will include vital expansion in the field stations. We believe that expansion and modernization at Madison has been too long delayed. This work is essential, if our country is to maintain the maximum utilization of our forest resources. We have an interest, also, in the proposal to construct at Iowa University, Ames, Iowa, a laboratory, greenhouses, and offices to study "How, Where and When to Plant Hardwood Seedlings." This program should lend a tremendous impetus to reforestation of our hardwood timberlands and will be beneficial to farmers, the wood products industry and our national economy.

The United States owns approximately 190 million acres of timberlands, softwoods, and hardwoods. The FLP contribution to the maintenance and utilization of our timber resources has helped to eliminate disease and made more and better timber available to our country. The essential work of FPL should not be allowed to be curbed or handicapped by lack of facilities to do what is required in these programs. The amount required to provide for this much needed program is insignificant in comparison to the hundreds of millions which are spent each year for agricultural and export subsidy programs. We believe that if funds are not otherwise available, the amount required could be diverted from some of the other programs, which in our opinion will provide a lesser return to our economic welfare.

We appreciate the opportunity of being heard on this matter. It is our hope that your committee will look with favor on the FPL program.

Senator BYRD. Thank you, Mr. McDonald. A very good statement.

Mr. MCDONALD. Thank you, sir.

Senator BYRD. Mr. Richmond Gray, president, National Particleboard Association.

Mr. Gray, we welcome you to our committee today.

Mr. GRAY. Thank you, Mr. Chairman.

Senator BYRD. We are sorry to have kept you waiting.

NATIONAL PARTICLEBOARD ASSOCIATION

STATEMENT OF RICHMOND GRAY, PRESIDENT

PREPARED STATEMENT

Mr. GRAY. Mr. Chairman, I have a prepared statement which I would very much like to have entered in the record.

Senator BYRD. Your statement will be included in the record.

(The statement referred to follows:)

Mr. Chairman, members of the committee, my name is Richmond Gray. I am vice president of the Gray Products Co., a producer of wood particleboard located at Waverly, Va., I am also president of the National Particleboard Association, which headquarters here in Washington, D.C. The National Particleboard Association is comprised of 16 member companies having particleboard producing plants located throughout the country. Our companies produce more than 60 percent of the annual particleboard production in the United States.

We are a new industry and a new trade association. Particleboard has been produced for market in the United States only in the last decade. The national association was formed and incorporated early in 1960. The industry's products find their way into a variety of applications in the homebuilding and light construction industries and in the furniture industry. In the homebuilding and light construction field it is used as floor underlayment, in doors, as sheathing, and some finds its way into exterior applications. It is used as corestock in wood furniture, in kitchen cabinet and dinette manufacture, in paneling and doors and in a number of other end uses. The manufacture of particleboard represents an important step in the fuller utilization of the products of the forests.

As a relatively new industry we have our work cut out for us in research; in setting of standards; and in gaining the recognition which will give us public acceptance of our products. We have looked for guidance, as have many other forest products industries before us, from the Forest Products Laboratory of the United States Forest Service. In 1960 this association and the Forest Products Laboratory at Madison, Wis., jointly sponsored a seminar to evaluate industry research results and to discuss current problems. The seminar was most productive. In 1961 a meeting was held at the Forest Products Laboratory between ourselves and representatives of the resilient floor covering associations to discuss further development of the use of particleboard in conjunction with their products. Again, all profited by the advice and assistance of FPL personnel. We maintain close contact with the Laboratory on technical matters.

I do wish to make clear that our industry does not intend to rely solely on the Forest Products Laboratory. We are a new industry and we are research minded. A number of our members have substantial laboratory facilities and they conduct extensive research programs. Many of our other companies conduct research through private research organizations. But, nevertheless, only year before last the Forest Products Laboratory celebrated its golden anniversary and it must be recognized, that over the years, they have developed a body of basic research which is the foundation of much of the wood products industry's present development. We believe that the good work done in the past by the Forest Products Laboratory must be continued. Progress is a dynamic not a static thing. As it has done in the past this industry expects to continue to rely upon the counsel of the Forest Products Laboratory. In fact, we feel that much of our industry's future progress depends upon the continued work by the Laboratory.

It is for these reasons that we appear before you today. It is our understanding that the FPL is seeking an appropriation for construction and expansion requiring $10 million to be expended over a 3-year period. We submit that this is not an unusually large sum in consideration of the much greater sums being requested by other Federal agencies for work no more important than that of the Laboratory. It is our understanding that the sum requested for the forthcoming fiscal year is $4,550,000. In the interest of fuller utilization and conservation of the Nation's timber, one of its most valuable natural resources, we respectfully request that your committee increase the Forest

Products Laboratory budget by $4,550,000 to permit the establishment of the construction program which is needed to assure the effective continuation of their work.

Mr. Chairman, on behalf of our industry and this association, I thank you for the opportunity to make this appearance.

GENERAL STATEMENT

Mr. GRAY. With your permission, Mr. Chairman, inasmuch as my statement is quite brief, I would like to review the basic points.

Senator BYRD. All right, proceed.

Mr. GRAY. My name is Richmond Gray. I am vice president of the Gray Products Co., a producer of particleboard in Waverly, Va. I am also president of the National Particleboard Association which has its headquarters here in Washington.

Our national association is composed of 16 member companies which have their plants scattered pretty generally across the country and their combined production represents about 60 percent of the annual particleboard production in this country.

NEW INDUSTRY

We are a new industry and a new trade association. Particleboard has been produced for the market here in the United States chiefly over the last 10 years, with the most significant advance in production and sales during the past 5 years.

Our association was formed in the early part of 1960. Our products, particleboard products, generally find their way into the building industry, residential building, light construction, and also into the furniture industry.

USE OF NEW WOOD PRODUCT

In the building and light construction industry the product is used as floor underlayment. It is used in doors, in paneling, and there are some early beginnings of its use as an exterior product. As a core stock for furniture it goes into all types of veneered furniture. It is also used in interior panels as a core stock. They put the veneers over the board. It is used in kitchen cabinets. It constitutes a core or underlayment for plastic tops which are finding increased use in furniture. The dinette industry is a user of substantial amounts of plastic and core material, and in recent years they use a lot of particleboard as a core material.

The manufacture of particleboard I think we can say is an important step in the greater utilization, fuller utilization of products of our forests. It may interest your committee to know that some of our products are made from waste residues and they make products that have received wide acceptance, and wood residues that we use formerly had no value except as a boiler fuel. Now they are being widely used in the production of this board and generally we are using more of the tree. We are making a real contribution in the utilization of more of the tree.

As a relatively new industry we have had our work cut out for us insofar as research is concerned, setting up of standards and building acceptance for our products, and in this connection we have looked for guidance as have other forest products industries before us from the Forest Products Laboratory of the U.S. Forest Service. We have

met with the staff of the Laboratory on several occasions. Back in 1960 our association and the Forest Products Laboratory jointly sponsored a seminar for the evaluation of research that had been completed in our industry, and to discuss further problems and developments.

WORK WITH FOREST PRODUCTS LABORATORY

In 1961 we met at the Forest Products Laboratory together with the resilient floor covering manufacturers, two of their associations, for the purpose of discussing mutual problems aimed at wider use of particleboard in connection with their products.

I think there were tremendous gains made as a result of these meetings, and we maintained close contact with the Laboratory on all technical matters.

I think it would be well to make it clear that we don't fall back entirely on the Forest Products Laboratory as far as our research is concerned. We are a new industry and we are research minded, and a number of our members have very substantial laboratories. Others utilize independent research organizations.

Additionally research is being conducted for our benefit by some of our suppliers, particularly the larger chemical companies who supply us with resins, and they are constantly working on new developments, particularly in the resin field. But despite this, only the year before last, the Forest Products Laboratory celebrated their 50th anniversary and it is only fair to recognize that over this long span of years they have developed a body of basic research which is really the foundation of much of what the wood products industry has developed. And we believe that the good work done in the past should be continued in the future.

As we have done in the past, this industry expects to continue to utilize the counsel of Forest Products Laboratory. In fact, we feel that much of our industry's future progress is tied hand in hand with the cooperation and counsel that the Laboratory can supply us.

I think also it is worth of mention that we do a very careful job in our industry, I feel, in the development of our new products in being sure that they are ready for the market before we actively market them. But I think it is a safeguard for the public interest that we have such an institution as the Forest Products Laboratory that we can approach on much-needed technical advice.

SUPPORT FOR REQUESTS OF LABORATORY

It is for some of these reasons, Mr. Chairman, that we appear before you today. It is our understanding that the Laboratory is seeking an appropriation for construction and expansion of $10 million to be expended over a 3-year period. This is a lot of money but we don't feel it is excessive in relation to the funds requested by other Federal agencies who in our opinion are performing no greater service than the Forest Products Laboratory. And it is our further understanding that the amount requested for this year is $4,550,000, an increase over their formal operating budget, and in the interest of future utilization and conservation of the Nation's timber, one of the country's most valuable natural resources, we respectfully request that your committee increase the Forest Products Laboratory budget

by the above-mentioned $4,550,000 to permit the establishment of the construction program which is needed to assure the effective continuation of their work.

Mr. Chairman, that concludes my testimony.

Senator BYRD. Thank you, Mr. Gray. We appreciate your kindness and your interest in appearing before our committee.

Mr. GRAY. Thank you very much for the privilege.

Senator BYRD. Our next witness is Mr. Frank J. Hanrahan, executive vice president of the American Institute of Timber Construction.

Mr. Hanrahan, we welcome you before the committee. We are sorry that you had to wait so long to appear, but we are delighted that you could be with us.

AMERICAN INSTITUTE OF TIMBER CONSTRUCTION

STATEMENT OF FRANK J. HANRAHAN, EXECUTIVE VICE PRESIDENT

PREPARED STATEMENT

Mr. HANRAHAN. Mr. Chairman, I appreciate the opportunity to appear on behalf of the Forest Products Laboratory, and I think it was well worth the wait in order to express opinions which are well merited by the Laboratory.

I have a statement, which I have prepared, and also a resolution, which our board of directors directed to Ed Locke, both of which I would like to have placed in the record.

Senator BYRD. All right. They will be placed in the record.

(The statement referred to follows:)

Senator Hayden and gentlemen, I appreciate the opportunity to appear before you on behalf of expansion of appropriations for the Forest Products Laboratory at Madison, Wis.

My name is Frank J. Hanrahan. I am executive vice president of the American Institute of Timber Construction, which has its national headquarters in Washington, D.C.

The American Institute of Timber Construction is a nonprofit technical industrial association of manufacturers of structural glued laminated timber and of subcontractors who design, shop fabricate, and assemble load-carrying sawn and glued laminated timber members for all types of structural framing for buildings, bridges, and other structures.

The 24 active members of the institute employ thousands of people, operate in all 59 States, and represent between 85 and 90 percent of the industry, doing a business in the order of $100 million per year. The 31 associate members are composed of those having an interest in the industry, such as the United Brotherhood of Carpenters & Joiners of America.

Last year I had the privilege of testyfying before this committee urging an increased appropriation for the U.S. Forest Products Laboratory, Madison, Wis., for the purpose of additional research and land acquisition and preconstruction planning for much-needed additional facilities. At that time I outlined in more detail the value of the research at the Forest Products Laboratory to our economy.

My purpose today is to urge you to take the next logical step—approval of an adequate appropriation for the construction of these facilities and additional research. Specifically, our industry endorses and encourages the additional appropriation proposed by the Honorable John Stennis, Senator from Mississippi, for forestry research, and in particular the $4 million item for construction of new facilities at the Forest Products Laboratory, Madison, Wis. Likewise, we endorse the Honorable William Proxmire's fine statement on the urgent need for additional structural and other research at the Forest Products Laboratory.

Our industry is a rapidly growing young one with a healthy capacity and prospects of expanding much faster than the rest of the economy. It is an industry founded on research, much of which was performed at the U.S. Forest Products Laboratory in Madison. Basic research must continue if the industry is to realize its potential for expansion and growth. The industry itself has spent, and will continue to spend, considerable sums on both product development and basic research. An increasing amount of these funds may be used for cooperative basic research projects with the U.S. Forest Products Laboratory provided suitable facilities are made available for doing the needed basic research.

The funds needed for this basic research are beyond the capability of individual companies, and our industry as a whole, to provide. The industry needs assistance. In the United States there is no forest products laboratory with adequate physical facilities to perform some of the research needed.

Our laminating and fabricating industry is but a small segment of the whole lumber and wood utilization industry, which is the fifth largest employer in the Nation and adds over $10 billion annually to the gross national product. The Forest Products Laboratory's contribution to the health and growth of forest products industry at large affects, in a very direct way, the future job security and welfare of one of the largest segments of our population. Provision for increased research facilities and more research at the Forest Products Laboratory, Madison, Wis., will greatly aid the economy of our country at large. We need to take full advantage of every means to strengthen our economy in light of world conditions.

The board of directors of the American Institute of Timber Construction passed the attached resolution directed to Dr. Ed Locke, director of the Forest Products Laboratory. It explains in further detail some of our industry's research problems.

We respectfully request that this resolution and my statement be printed in the record.

Mr. Chairman, thank you and your subcommittee for this opportunity to appear in behalf of that very worthy organization, the U.S. Forest Products Laboratory at Madison, Wis.

AMERICAN INSTITUTE OF TIMBER CONSTRUCTION,
Washington, D.C., March 5, 1962.

Subject: AITC resolution on research at the U.S. Forest Products Laboratory.

Dr. ED LOCKE,
Director, Forest Products Laboratory,
Madison, Wis.

DEAR DR. LOCKE: The AITC board of directors commends the Forest Products Laboratory for the high quality of its research, and its staff for the technical contributions made and the cooperation provided in connection with basic technical data needed for the advancement of the timber laminating industry.

This industry, which is based primarily on the technical data developed by the Forest Products Laboratory, is growing rapidly. It played a very import and part in World War II. The industry has paid sufficient taxes to repay research expenditures many times. In addition, it has great economic value in terms of jobs and products.

The growth has been such that structures are being built which are much larger than could be anticipated when available basic technical data was developed. Consequently, new problems have arisen which give us concern and inhibit further development of the industry.

From previous basic research, we had assumed that tension values were much higher than the compression values, and designed structural members on this basis. Now we find that this may not be true in large members. Also, we are finding that local grain deviations in the lumber and other characteristics, which we have regarded as insignificant in the past, should be further explored. We have been extrapolating a very limited amount of basic data beyond normal engineering assumptions. Consequently, there is currently a need for more basic data pertaining to the strength of structural glued laminated timber made of commercial grades of lumber.

With the aforementioned in mind, we request that you give the highest priority to research on the program which you have outlined as a result of recommendations of the AITC research committee and item No. 5 of the NLMA special com-

mittee on technical studies. This research is urgently needed by our industry for its further sound development.

Our rapidly growing industry is based on the use of a natural, reproducible resource; namely, lumber and forests. Development of basic data leading to proper and efficient use of wood in structural glued laminated timber is a conservation measure well within the proper scope of activity of the Forest Products Laboratory.

FRANK J. HANRAHAN,
Secretary and Executive Vice President.

GENERAL STATEMENT

Mr. HANRAHAN. I will abstract a little bit from my statement if I may, Mr. Chairman.

Senator BYRD. Please proceed.

Mr. HANRAHAN. My name is Frank J. Hanrahan, executive vice president of the American Institute of Timber Construction. The AITC is a nonprofit technical industrial association of manufacturers of structural glued laminated timber and of subcontractors who design, fabricate, and assemble load carrying sawn and glued laminated timber members for all types of structural framing for buildings, bridges, and other structures.

SCOPE OF OPERATIONS

The members of our association operate in all 50 States. Our institute represents 85 to 90 percent of the industry's business, and it does in the order of a million dollars of business a year. The associate members are composed of those having an interest in the industry such as the United Brotherhood of Carpenters & Joiners of America.

Last year I had the privilege of testifying before this committee urging an increased appropriation for the U.S. Forest Products Laboratory, for the purpose of additional research and land acquisition and preconstruction planning for much needed additional facilities. At that time I outlined in more detail the value of the research at the Forest Products Laboratory to our economy.

My purpose today is to urge you to take the next logical step—approval of an adequate appropriation for the construction of these facilities and additional research. Specifically, our industry endorses and encourages the additional appropriation proposed by Senator Stennis, for the forestry research and in particular the $4 million item for construction of new facilities at the Forest Products Laboratory. Likewise, we endorse the Honorable William Proxmire's fine statement on the urgent need for additional structural and other research at the Forest Products Laboratory.

Our industry is a rapidly growing young one with a healthy capacity and prospects of expanding much faster than the rest of the economy. It is an industry founded on research, much of which was performed at the U.S. Forest Products Laboratory in Madison. There must be more basic research if the industry is to realize its potential for expansion and growth. The industry itself has spent and will continue to spend considerable sums on both product development and basic research. An increasing amount of these funds may be used for cooperative basic research projects with the U.S. Forest Products Laboratory provided suitable facilities are made available for doing the needed basic research.

FUNDS BASIC RESEARCH

The funds needed for this basic research are beyond the capability of individual companies, and our industry as a whole, to provide. The industry needs assistance. Today in the United States there is no Forest Products Laboratory with adequate physical facilities to perform some of the research needed. The funds needed for basic research we need to test very large structural members which the facilities are currently not capable of performing tests on. The new facilities contemplate such facilities.

LAMINATING AND FABRICATING INDUSTRY

Our laminating and fabricating industry is but a small segment of the whole lumber and wood utilization industry, which is the fourth largest employer in the Nation and adds over $10 billion annually to the gross national product. The Forest Product Laboratory's contribution to the health and growth of forest products industry at large affects, in a very direct way, the future job security and welfare of one of the largest segments of our population. Provision for increased research facilities and more research at the Forest Products Laboratory will greatly aid the economy of our country at large. We need to take full advantage of every means to strengthen our economy in light of world conditions.

As I mentioned before, we have a resolution presented to Mr. Locke which explains in more detail some of the requirements of our industry, and we thank you for the courtesy of appearing before you.

Senator BYRD. Thank you very much, Mr. Hanrahan. I appreciate very much your courtesy in coming.

PREPARED STATEMENTS

Senator BYRD. At this point in the record I shall place statements by Mr. H. G. Arnold, president of the Bauer Manufacturing Co.; Mr. R. E. Broderick, secretary-treasurer of the Northeastern Lumber Manufacturers Association, Inc., and Mr. Ray Platow, director of research, U.S. Plywood Corp.

(The statements referred to follow:)

My name is Harold G. Arnold. I am president of the Bauer Manufacturing Co., of Wooster, Ohio, whose product is wood ladders.

My purpose in requesting an opportunity to appear before you is to urge favorable consideration of the appropriation for the Forest Products Laboratory of the U.S. Forest Service at Madison, Wis. In doing so, I represent not only my own company, but also the American Ladder Institute, a trade association comprised of some 35 small manufacturers. I am sure, too, that what I have to say would have the concurrence of those members of the ladder industry who are not members of our institute.

Let me indicate just briefly why I—or we—have this interest in the Forest Products Laboratory.

A ladder is a product to which the user entrusts his safety and perhaps his life. All ladder manufacturers, like myself, realize this and for the most part exert every effort to make a safe product. In doing so, we find innumerable problems. Selection of the proper wood species offering adequate strength and available in the quantity required is one of the most important. Following this, we must decide on a desirable level of dryness and must insure that our suppliers use a seasoning procedure that will produce this dryness without harmful effects on strength. Upon receiving this material at our plants, we must carefully choose and select, either eliminating or carefully limiting the strength-

reducing characteristics. For maximum safety of life and limb for the user, we must exercise extreme care in this last step of selection involving the use of special techniques and frequently the exercise of judgment as to the rejection or admission of a piece of lumber containing a certain characteristic.

All of the steps mentioned must be based on thorough knowledge. My own company, like those common to our industry, is not financially able to have a research organization that can give us the necessary information, vital as it is. We must rely on the services of Forest Products Laboratory at Madison. Their research results have been invaluable to my company and the many others to whom I have referred.

I would like to say, incidentally, that my contacts with the Laboratory have been most productive. On numerous occasions I have asked, by telephone, by letter, or by personal visit, for assistance with problems. I can say that, without exception, the Laboratory personnel has gone to considerable effort to insure that we received complete and direct answers to all questions.

Ladder manufacture, as you can understand, is small business, with the total employment of each factory averaging less than 50 people. The total annual volume of our industry would represent no more than $50 million. This is, perhaps, a drop in the bucket in light of our total national economy. The welfare of our industry is, however, of vital importance not only to us as principals but in many cases is important to our communities and States as well.

In this connection, I might point out that metal and plastic ladders are making serious inroads on our business. I personally feel that dark days are ahead for the wood ladder industry. To combat this, each of us needs to take a close look at our plant efficiency and at ways to improve our product. In short, technological improvements to increase efficiency, reduce costs, and improve our product. But where are we to get the technical information we need? As I mentioned earlier, we as individuals cannot produce it, nor can we even as a group. The entire wood ladder industry, even if we were to include those not affiliated with the American Ladder Institute, is far too small to develop on its own the assistance we must have in order to stay in business. Wood ladders will continue to be of importance safetywise to the American public. The inherent objection to metal for ladders, which is conductivity, and the newness of plastics for use in ladders, necessitates years of development before such materials will be satisfactory. This continues to make wood a most necessary material for ladders, not only to industrial users, but also to consumers who comprise a market for ladders for use around their homes, since wood ladders are less costly than those built of other materials. We as an industry must keep turning to Forest Products Labratory. Accordingly, we will need increasing, rather than decreasing, amounts of technical data from them.

Naturally, my own experience is limited to knowledge of the ladder industry, but certainly there are many small industrial firms whose products are made of wood and whose total volume of business is relatively modest by comparison to that of large industries, but whose interest in Forest Products Laboratory and the services it offers is of equal importance.

It is for these reasons that I urge support for the Laboratory's appropriation—not only that for their research program, but that for the expansion of their facilities. I recently had occasion to read, in the Congressional Record, Senator Stennis' speech on forestry research. I learned from this that the proposed first stage is to house new facilities for pulp and paper and chemical research. I was, at first, somewhat discouraged by this until I learned that removal of this work from the present building will permit immediate expansion of the research areas in which I am most interested. Therefore, I say "Let's get on with it."

It would have been much more desirable for the writer to appear personally to present this report and it is regretted that the time allotted for the invitation was not convenient. It is, therefore, requested that this report be accepted and made a part of the record.

STATEMENT OF NORTHEASTERN LUMBER MANUFACTURERS ASSOCIATION, INC.

My name is R. E. Broderick, secretary-treasurer of the Northeastern Lumber Manufacturers Association, 271 Madison Avenue, New York 16, N.Y.

I am appearing on behalf of some 4,000 lumber producers in the Northeastern United States. The association territory includes the following States: New York, Pennsylvania, Maine, New Hampshire, Vermont, and Massachusetts.

The production of lumber in the Northeast amounts to about 4 percent of the total U.S. production, volumewise. Its importance in the value of the products far exceeds the importance of the total volume. The lumber manufacturing industry is composed of a large number of small businesses; therefore, the overall effect on the economy of the Northeast is very important.

The individual companies comprising the northeastern lumber industry obviously cannot finance research projects, nor can the industry as a whole set up a laboratory. The northeastern lumber manufacturing industry is perhaps in better position than the industry as a whole, but it is not prosperous at the present time because of general overproduction and competition from within and wihout the industry. Furthermore, our industry benefits but very little from the present boom in the defense industries. Its future depends in large measure on its own initiative and the research and technical assistance of the Forest Products Laboratory.

Incidentally, many of the farmers in the Northeastern States depend on the lumber industry to buy the logs produced on their farm woodlots, the income from which, in many cases, represents their principal cash crop.

The Forest Products Laboratory at Madison, Wis., is recognized as the world authority in its field. The findings of that Laboratory in the past have been very beneficial to our industry, and the cooperation of the staff has enabled this industry to progress to the point where technical advances have made the difference between the existence or the abandonment of many small enterprises.

May we cite a few examples of the valuable work of the Forest Products Laboratory?

There was a very destructive hurricane in New England in 1938. The Forest Products Laboratory and some administrators from the U.S. Forest Service provided invaluable assistance which, along with the full cooperation of the lumber manufacturing industry, resulted in the orderly disposal of tremendous quantities of blown-down timber. Without the assistance of the Laboratory, the industry would have suffered untold financial losses as well as years of disruption.

The Laboratory has cooperated with our industry in the development of log-grading standards now in use, which have not only helped the industry log buyers but has also resulted in a very considerable increase in returns to the farmer producers.

Just recently, the Forest Products Laboratory made a series of studies on the improved utilization of low-grade lumber which has been a very difficult item and extremely bothersome to the industry, particularly during the past few years when the supply of all lumber exceeded the demand. As a result of these studies, and with the continuing help of the Laboratory technicians, the industry will be able to utilize the clear portions of every board by edge and end gluing, thus making a new useful and desirable end product.

The industry anticipates the continued cooperation of the Laboratory on many present and future projects. It is, therefore, the considered opinion of the northeastern lumber manufacturing industry that the Forest Products Laboratory should be provided with the funds for the extremely necessary expansion of its physical facilities. The request for funds is very modest in proportion to the benefits that can be definitely anticipated.

STATEMENT OF R. C. PLATOW, TECHNICAL DIRECTOR OF THE UNITED STATES PLYWOOD CORP.

Mr. Chairman, members of the committee, my name is R. C. Platow and I am technical director of the United States Plywood Corp. I am appearing before you because my work requires more frequent contact with the Forest Products Laboratory than any other of our officials. I am familiar with the research by the Forest Products Laboratory, having made frequent trips to its research facilities at Madison, Wis. I am thoroughly familiar with the facilities which are operated there.

Our company is appearing to support the recommendation made by Senator Stennis, of Mississippi, that the Forest Products Laboratory budget be increased

by $4,550,000 to permit the beginning of a construction program which is required to insure the continued effective operation of the Forest Products Laboratory.

Our company operates plywood plants in the States of Oregon, Washington, California, South Carolina, Wisconsin, and Idaho; particleboard plants in California and Virginia. The particleboard plant in Virginia was put in operation within the last year. There are lumber and logging operations in California, Oregon, and Washington. All our products are distributed by our 127 warehouses scattered throughout the United States. You can see that we are primarily a wood products manufacturer and sales company. We have a tremendous stake in the future of the wood products industry, including the technical developments and the conservation and use of our timber resources.

Our company has worked closely with the Forest Products Laboratory. FPL has assisted the plywood industry in the development of commercial standards and quality control programs which have provided high quality products and guaranteed the maximum utilization of our timber resources. FPL has also made many contributions in conservation through research and technical developments, including technical research on particleboard, a product we manufacture in two large plants.

Through our use of the Forest Products Laboratory, we have become aware of some of their needs which are a handicap to the greatest results. These include construction, modernization, and expansion of the facilities for research and development. It is our opinion that the allocation of funds to this construction program will, within a few years, result in developments which will contribute substantially to the best utilization of our timber resources and to the welfare of our country.

We could detail many programs where FPL has made a contribution to the economic welfare of our industry. One of the outstanding developments was the creation of standards for use of white speck timber, a large part of which is in our national forests in the State of Oregon. This program alone has assured the usability of billions of board feet of timber which otherwise would have been worthless and a menace to healthy timber growing nearby.

Particleboard, plywood, and hardboard are a few products in which the Forest Products Laboratory has contributed technical assistance in determining tests, data, quality controls, and use data which has enabled these products to be produced with more complete utilization of timber resources.

I will be glad to answer any questions which the members of the committee wish to direct to me. Our company is giving wholehearted support to the FPL budget and the construction program and we sincerely hope that these funds may be made available for this useful purpose. Let us assure you that we are as much against extravagant Government spending as your committee; however, Government timber sales bring millions each year, there is no subsidy on timber or wood products, and therefore, we feel that reasonable and necessary funds should be provided for the Forest Products Laboratory.

PREPARED STATEMENTS

Senator BYRD. The following communications urging expansion of the Forest Products Laboratory will be printed in the record:

Letter from Mr. Charles M. Gray, manager, Insulation Board Institute;

Statement by Mr. W. Spencer Fox, chairman of the Southern Pine Industry Committee;

Letter from Mr. Donald T. Jackson, vice president and technical director, Hammermill Paper Co.;

Letter from Mr. Donald Linville, executive secretary, American Hardboard Association;

Letter from Mr. Peter E. Terzick, general treasurer, United Brotherhood of Carpenters & Joiners of America;

Letter from Mr. Robert J. Seidl, general manager, research and chemicals, Simpson Timber Co.

(The communications referred to follow:)

INSULATION BOARD INSTITUTE,
Chicago, Ill., March 2, 1962.

Subject: Expansion of research facilities at Forest Products Laboratory, Madison, Wis.

Senator CARL HAYDEN,
Chairman of Subcommittee, Senate Appropriations Committee for Interior and Related Agencies, Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: The history and growth of the insulation board industry parallels that of the Forest Products Laboratory in Madison, Wis., and we feel that the cooperation which we have enjoyed from FPL has been an important factor in the development of our industry into one of the major American industries utilizing forest products.

The first insulation board was produced in 1914 as a means of utilizing a residue from pulp and paper manufacture and the industry has shown a consistent growth since that time nearly a half century ago.

Insulation board is now manufactured from both wood and cane fibers by felting the pulped fiber into thick stiff building panels which are used in construction where a combination of structural properties, thermal insulation, acoustical properties, and cost satisfy important needs. At present, over 3 billion square feet, on a one-half-inch thickness basis, of this material are produced and used in the United States each year. The insulation board industry is important to the integrated utilization of the production of the forests because it uses wood that is a residue of other forest products manufacture or species of lower utility than many other phases of forest products manufacture.

As mentioned, the history of the insulation board industry has been one of steady growth which has been predicated on the development of specific products to do certain jobs as components of buildings. For example, at present, over 45 percent of the houses sheathed in this country each year use structural insulation board sheathing. The Forest Products Laboratory in Madison, Wis., has served the 15 major manufacturers of insulation board of this association on many occasions in the past in proving a new product for a specific use. Many of these uses required complex technology and equipment not available at member company facilities. Future applications and products of our industry will need even more extensive facilities for adequate evaluation of the needs for prospective uses. We consider the Forest Products Laboratory's physical plant expansion, as proposed in the $10 million building program, as sound and necessary for its future ability to conduct urgently needed research on full-size or nearly full-size structural units, such as those produced by our industry, as well as other industries utilizing forest products for construction materials.

Structural insulation board was used to some extent in World War I and to a considerable extent in World War II in providing military housing which could be quickly and economically constructed. Insulation board's contribution both to our military needs and to the general economy of the country as a forest products industry which provides thousands of jobs and positions requiring many varied types of skills and abilities is well etablished. Therefore, as an industry, which we consider of major importance to the American economy, we wish to go on record as supporting and urging the approval of the necessary funds to expand the facilities for structural research at the Forest Products Laboratory in Madison, Wis., as proposed by Senator Stennis, of Mississippi, and outlined on page 2095 of the Congressional Record—Senate for February 15, 1962.

Respectfully submitted.

CHARLES M. GRAY, *Manager.*

STATEMENT BY THE SOUTHERN PINE INDUSTRY COMMITTEE

The Southern Pine Industry Committee is a voluntary organization representing manufacturers of southern pine and hardwood lumber in the 12 Southern States of Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North Carolina, South Carolina, Oklahoma, Tennessee, Texas, and Virginia.

This committee is authorized to speak for the more than 16,000 southern lumber manufacturing establishments in the 12 Southern States enumerated above, on matters affecting the welfare of the southern lumber-producing region.

In this capacity, the Southern Pine Industry Committee has always advocated a policy of wise government expenditures in areas where such spending is necessary to the growth and advancement of government facilities with a record of proven performance in the public interest.

Consistent with this policy, we respectfully request the approval by your committee of funds needed to assure the expansion of physical facilities of the U.S. Forest Products Laboratory at Madison, Wis. We deem this to be justified in order to bring the Laboratory's capabilities in the field of forest products research to a level of industry and government needs, and at the same time redound to the benefit of the general public.

As the members of your committee are well aware, the Government of the United States has a vital interest not only in the ownership of substantial commercial forest lands, but also in the development and improvement of finished products from the standpoint of efficient utilization and application.

The record of the Forest Products Laboratory at Madison has contributed magnificently to improved forest practices among all categories of forest land owners. In cooperation with private industry to encourage good forest management, the results are self-evident in the southern region today, with growth of southern pine in sawtimber sizes in excess of drain at a level that assures permanent stature for our timber-based economy, on which millions of citizens are dependent for their livelihood.

Basic research at the Laboratory during the half century of its existence has been equally constructive in developing new and improved uses and applications of lumber products. Knowledgeable studies on the seasoning of lumber, strength and nondestructive testing, gluing processes including lumber lamination, development of modern adhesives, etc., are but few of the significant developments that have meant much to the marketability of our great renewable timber resources.

Noteworthy as these achievements have been, we of the lumber industry in the South must look for broader opportunities to market the surplus of sawtimber now growing in our forests. The very nature of our industry, with its widely scattered, small units, makes it impossible for individual producers to engage in the type of research necessary to survival in the increasing competitive pressures of our space age economy.

We feel that the expanding supply of sawtimber in the national forests creates a problem between Government and industry of mutual concern in finding markets for our future supplies.

We regard a Forest Products Laboratory, with adequate and necessary facilities, as a key factor in working toward the development of needed studies, tests, and experimentation to assure a position of prominence for lumber and lumber products in the building and construction industry of this country.

This is of pronounced importance to the southern region where the potential supply of sawtimber is greater than in any other section. Proper utilization of the harvest, and the continuing development of valid outlets are of major concern because the future of millions of forest owners and workers in the forest industries of our region are dependent on the success of future research, such as the Forest Products Laboratory can perform.

It is obvious that more research will be needed in the future. Therefore, we urge your committee to consider the importance of the above-mentioned facts, and we hope that you will give favorable consideration to the allocation of appropriations for the expansion of the U.S. Forest Products Laboratory facilities at Madison, Wis.

HAMMERMILL PAPER CO.,
Erie, Pa., March 7, 1962.

HON. CARL HAYDEN,
Chairman, Senate Subcommittee, Department of the Interior and Related Agencies, Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: Previous commitments prevent a personal appearance before your subcommittee which is considering an appropriation for the construction of new facilities for the U.S. Forest Products Laboratory at Madison, Wis. However, I do want to record the support of the Hammermill Paper Co. for the building project at the Forest Products Laboratory and to urge favorable consideration by your subcommittee of the request for funds to start the project.

The Hammermill Paper Co. is one of the largest companies in the United States manufacturing fine papers—business, office, and printing papers. Paper manufacturing facilities are located in Pennsylvania, New York, Ohio, Massachusetts, Michigan, and Washington State with converting and merchandising facilities also located in a number of other States.

Hammermill, like almost all paper manufacturing companies, depends on having an adequate supply of high quality woodpulp made from available pulpwood at a competitive cost. The Forest Products Laboratory has made valuable contributions to the U.S. pulp and paper industry and we feel that the high position which our industry now occupies could not have been reached without the research and development work which has been carried out by Forest Products Laboratory in the past.

The development of the patented Hammermill Neutracel process for the manufacture of high quality pulp from hardwoods, formerly considered unsuited for the purpose, was based upon excellent fundamental research work extending over many years by the Madison Laboratory. It would not have been possible to perfect the method and design and install the commercial plant at Erie now making 250 tons of Neutracel pulp per day as quickly, and possibly not at all, without the help of the Forest Products Laboratory.

As the result of the Neutracel development Hammermill has been able to continue and expand its pulp manufacture in Erie and to create an important source of jobs and income for the farmers and small wood suppliers in the economically depressed areas of northern Pennsylvania and adjacent counties in New York. This means that over $2 million which formerly went to Canada for pulpwood purchases now is channeled into the economy of this region.

Other specific contributions could be cited as to the direct value to our industry of the research and technical contributions made by the Forest Products Laboratory but perhaps this example will suffice to illustrate the practical value of the work done at Madison.

I earnestly solicit your support of the request for funds to enable the Forest Products Laboratory to provide the facilities.

Very truly yours,

DONALD T. JACKSON.

AMERICAN HARDBOARD ASSOCIATION,
Chicago, Ill., March 7, 1962.

Hon. CARL HAYDEN,
Chairman, Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: It is my understanding that a request for appropriations for the continued operations of the Forest Service of the Department of Agriculture will come before your committee in the very near future. Included in these appropriations is a budget request of $4 million for additions to the Forest Products Laboratory at Madison, Wis.

The domestic hardboard industry urgently requests that your committee give favorable consideration to this budget request. Forest Products Laboratory and the officials connected with that organization have, over the years, performed an excellent service for the forest products industry of which the domestic hardboard industry is an important segment. Our industry has recently contracted with Forest Products Laboratory for a much-needed 4-year research program which, we believe, will not only be of benefit to our industry but that the information to be developed will be helpful to the public who are users of hardboard.

We have been intensely interested in reading the speech of Senator John C. Stennis, of Mississippi, covering the field of forestry research which he made before the Senate February 15, 1962.

Your consideration for this appropriation request and specifically the budget item for Forest Products Laboratory will be sincerely appreciated by the members of our industry.

Cordially yours,

DONALD LINVILLE, *Executive Secretary.*

UNITED BROTHERHOOD OF CARPENTERS AND JOINERS OF AMERICA,
Washington, D.C., February 20, 1962.

Senator CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Washington, D.C.

DEAR SENATOR HAYDEN: I am writing you because we are sincerely concerned over the lack of adequate appropriations for research in the fields of forest products, engineering, and protection and forest management.

As one of the few renewable resources, timber remains one of the most valuable assets. Its true value is almost beyond estimation. Even at our present state of knowledge regarding the inherent qualities of wood, our timber assets are almost beyond price. With adequate research, the value can be multiplied many times over. Because of its versatility, availability, and adaptability, wood can do a great deal to meet many needs growing out of our rapidly expanding population. Research, and research alone, can uncover the ways in which our forests can add more effectively to our health, happiness, and safety.

We are particularly anxious to have the research facilities at the Forest Products Laboratories in Madison expanded to the point where the Laboratory can delve into the problems holding back the full utilization of wood. Any funds invested in forest research will, of course, be a burden on the taxpayer as of today, but such funds turn out to be investments rather than tax drains.

I am heartily in accord with the proposal made by Senator Stennis that an additional $10 million be allocated to step up research in the field of forestry.

We honestly solicit your cooperation in backing this measure which has vast implications for all our people.

Respectfully yours,

PETER E. TERZICK, *General Treasurer.*

SIMPSON TIMBER CO.,
Seattle, Wash., March 9, 1962.

Senator CARL HAYDEN,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: This letter is to present my views regarding appropriations for the expansion and maintenance of research at the Forest Products Laboratory at Madison, Wis. In answer to my question, I learned that the House Appropriations Subcommittee on the Department of Interior and Related Agencies is scheduled to meet during the coming week to discuss appropriations for this institution. I had hoped to request permission to appear before your committee, but since I find that I am unable to be in Washington at that time I am submitting my remarks in this letter.

You are aware that the forest products industry presently has a very serious problem of markets for its products, which threatens the health of the industry and a broad area of employment. Because the industry, unlike its major competitors for the same markets, is composed of hundreds of small units, it has not been able to keep pace with the research and product development needs that will improve market acceptance on one hand, and better utilization of its raw material on the other. An added burden to the lumber industry in the West in induced by an inequity in shipping in relation to competitors from Canada. It is clear that the forest products industry must make a concerted effort to solve technological problems that are very difficult and of long standing. Many of these problems are very complicated and require a sustained study from many skilled scientists who are backed with ample equipment and facilities. Successful problem solution will come from integrated use of raw materials in a very diverse area of products. Individual concerns in the forest products industry are not able to sustain such effort, and they must continue to rely on the Forest Products Laboratory for basic information. I believe that the funds expended at the Forest Products Laboratory are a proper and necessary service for the Government, not only as it relates to public lands, but also as it applies to the total forest resource.

I am certain that past accomplishments of this Laboratory have been brought to the attention of your committee before, and I make no attempt to repeat them here. I have had years of personal experience in the application of these research results to industrial problems, and I am convinced that the research is profitable. Unfortunately, the Laboratory is not able to supply basic information fast enough at its present level of effort. For example, markets for some of the

highest value logs are being lost because there is not enough basic data to solve the problem of longer paint and finish performance for wood. As another example, markets are being lost because basic design and structural data is inadequate, leading to wastage of wood and thus less favorable economics. Research on pulping at Madison has repeatedly demonstrated a high return on the research investment.

The Laboratory is in need of further appropriations for the purpose of expanding its facilities. Although the present Laboratory was relatively spacious when it was built (as I recall was about 1928), the facilities have become overtaxed, and more space and equipment is needed to increase their total effort for the critical problems ahead.

Because research problems overlap so many scientific disciplines, it is, in my opinion, definitely more effective that the facilities and people be concentrated at a single location. This is also more economical. Research of this type knows no State boundaries; most results have a national application. For example, our Northwest area has made good use indeed of structural data on western species, pulping and bleaching technology of Douglas-fir, and use of local hardwoods in pulping. Data on our woods are really significant only as they relate, for example, to southern pine or Lake States hardwoods, as the competition is national.

I sincerely hope that your committee will support the Forest Products Laboratory in its plans to expand and strengthen its facilities, as this institution and its research results are very important to the forest products industry.

Very truly yours,

ROBERT J. SEIDL,
General Manager, Research and Chemicals.

STATEMENT BY SENATOR HOLLAND

Senator BYRD. At this point in the record, we will include a statement by Senator Holland, of Florida, concerning certain land acquisition for the Everglades National Park; an increase in the budget for shrimp research; and construction items for Forest Service laboratories at Olustee and Fort Myers, Fla.

(The statement referred to follows:)

Mr. Chairman, I appreciate this opportunity to testify in favor of several Interior Department appropriations for Florida.

An item which I consider of primary importance is $450,000 for acquiring additional land at Everglades National Park. This item was in the budget for fiscal years 1961 and 1962 and during the past 2 years this subcommittee has restored it and fought valiantly but in vain for it in conference. Again, I am advised that this amount is in the budget as part of an item of $3,702,000 for national park land acquisition throughout the Nation. I shall appreciate your subcommittee's holding firm on this appropriation and your again recommending it for inclusion in the Interior appropriations bill.

The merits of the appropriation can be best and most concisely stated for the record by quoting from the Interior appropriations report last year:

"The $450,000 budget request for acquiring an additional 30,000 acres of land in the Everglades National Park, Fla., has been restored. This would be the first Federal expenditure for land acquisition in the park, about 1,290,091 acres having been donated by the State, local agencies, and private donors, some of which was acquired by the $2 million cash grant made by the State of Florida. This acquisition would carry out the authorization in Public Law 85-482 (July 2, 1958), which fixed final, but greatly reduced, boundaries for the park and authorized up to $2 million to complete land acquisition."

Another item which would be of great assistance to the economy of the State which I represent, in part, is the addition of $325,000 over and above the $175,000 in the budget for shrimp research, making a total of $500,000 for this purpose. Representatives of shrimp fishermen tell me that the shrimp research which such an appropriation would make possible would be of great value to their industry, inasmuch as it would make their operation more efficient and profitable. Thus, it is reasonable to expect that there would be some recapture of this appropriation in additional tax revenue resulting from improved economic returns on the part of both individuals and corporations engaged in this type of activity.

I should also like to request funds for two Forest Service laboratories in Florida. One of these, the proposed $35,000 construction item for the laboratory at Olustee, Fla., is in the budget, and I trust the House will provide the budgeted funds. This laboratory is located in the center of some of the most productive forest lands in our country and its activities are beneficial not only to forestry in north Florida and south Georgia but also to forestry activities in other parts of our country.

The other item is $150,000 for a forest and range management laboratory at Fort Myers, Fla. This item is not in the budget but I understand that it is considered by Forest Service officials as one of the most promising projects which could be added to its budget and that it is a part of the forestry research program of that agency.

This facility would develop guides on how to best manage and improve pine flatwood ranges and produce timber from the same lands. These wiregrass ranges, as they are commonly called, involve game as well as livestock and timber. The new building will provide chemical laboratory and greenhouse facilities that are not now available but which are essential to round out field experiences. Benefits to game as well as to livestock and timber could be expected.

I am advised that research work planned for this facility is of importance to the whole gulf coast of the southeast. In Florida alone there are over 1.2 million head of beef cattle and some 17 million acres of range, largely pine cutover. Such a research facility will be helpful in getting such lands back into timber production and at the same time using the land for livestock and game.

Again, Mr. Chairman, this investment could be expected to produce additional tax revenue resulting from more efficient and effective utilization of natural resources.

Thank you, Mr. Chairman, for permitting me to express this plea for appropriations in the State which I represent, in part.

STATEMENT BY SENATOR MCCLELLAN

Senator BYRD. We will include in the record a statement by Senator McClellan, of Arkansas, regarding funds for Arkansas projects.

(The statement referred to follows:)

Mr. Chairman. I appreciate having this opportunity to bring to the subcommittee's attention a need for funds for several Arkansas projects that are administered by the Fish and Wildlife Service, Department of the Interior. First let me say that the President's budget for fiscal year 1963 included requests for many important projects in my State and for this I am gratified. There are others, however, not in the budget, or which have capabilities in excess of the budget estimates, that I believe deserve the subcommittee's consideration.

GREERS FERRY NATIONAL FISH HATCHERY

The first project I should like to discuss is Greers Ferry National Fish Hatchery near Heber Springs, Ark. This subcommittee added $170,000 to the fiscal year 1962 appropriation bill to initiate construction of this hatchery, for which I am most grateful. When completed it will produce trout for stocking reservoirs and cold tailwater streams resulting from Corps of Engineers construction activities in the Little Red River Basin and other areas of Arkansas and eastern Oklahoma.

The hatchery is located adjacent to the Greers Ferry Dam and Reservoir project on the Little Red River. This reservoir project is nearing completion, and the Fish and Wildlife Service estimates that it will require about 60,000 pounds of trout annually to stock the tailwater of this dam. In addition 90,000 pounds of trout annually will be required to stock existing and future cold water habitats in Arkansas and eastern Oklahoma. Thus the Greers Ferry National Fish Hatchery, when completed, will have an annual capacity to produce 150,000 pounds of fish annually.

The budget request for fiscal year 1963 for this project is $95,000. I am advised by the Fish and Wildlife Service, however, that an appropriation of the budget request will not be sufficient to construct a producing unit. I am further informed that an additional appropriation of $170,000 would enable the Fish and Wildlife Service to provide a unit capable of producing some fish. In view of the increased demands on the streams to be served and the eminent comple-

tion of the Greers Ferry Dam and Reservoir, I hope the subcommittee will recommend an appropriation of $265,000 for Greers Ferry National Fish Hatchery for fiscal year 1963.

MAMMOTH SPRING NATIONAL FISH HATCHERY

The Fish and Wildlife Service has underway an improvement or rehabilitation program for the Mammoth Spring National Fish Hatchery, Mammoth Springs, Ark. It has not been possible to complete this program with the funds that have been provided thus far. There is nothing in the fiscal year 1963 budget for this project, but I am advised by the Fish and Wildlife Service that it has a capacity to effectively utilize $122,000 to complete the rehabilitation of this hatchery. I ask permission to have printed at this point in the printed record of the hearings a letter I have received from Hon. Frank P. Briggs, Assistant Secretary of the Interior for Fish and Wildlife, and I most respectfully urge the subcommittee to approve an appropriation of $122,000 needed for the improvements listed in his letter.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 29, 1962.

Hon. JOHN L. MCCLELLAN,
U.S. Senate, Washington, D.C.

DEAR SENATOR MCCLELLAN: In reply to your letter of January 20, enclosing correspondence from Dr. Don Presson, president of the Lions Club at Mammoth Spring, Ark., we are pleased to provide the following information on the need for improvements at the Mammoth Spring National Fish Hatchery.

Mr. Presson's letter gives an outline of the needs at the Mammoth Spring Fish Hatchery and includes background justifications for the items mentioned. As he noted, Congress provided some funds for the improvement of facilities at this hatchery in the fiscal years 1960 and 1961. Contracts for the construction work exceeded the original engineering estimates, even though several bid solicitations were made, and it has not been possible to complete the improvement program with the funds provided. The following items are needed to complete the current improvement program at the Mammoth Spring unit:

Install concrete raceways	$13,500
Raze old buildings	2,000
Replace residence No. 1	20,000
Storage building	10,000
Fish-holding house	26,000
Fertilizer storage building	6,000
Oil and paint house	3,000
Landscaping and walkways	4,000
Hard surface station drives	17,500
Fencing	14,000
Equipment	6,000
Total estimated cost	122,000

Funds are not available at this time for completion of the improvement program as outlined, and the Presidents 1963 budget to the Congress on January 18, did not include an item for this work at the Mammoth Spring Fish Hatchery.

We appreciate your support, and the interests of your constituent's in our activities in the State of Arkansas. The copy of Mr. Presson's letter is enclosed for your files.

Sincerely yours,

FRANK P. BRIGGS,
Assistant Secretary of the Interior.

NORFOLK NATIONAL FISH HATCHERY

The next item I should like to discuss is Norfork National Fish Hatchery at Norfolk, Ark. Fish produced at this hatchery are distributed in streams in northern Arkansas and southern Missouri. The Fish and Wildlife Service advises that since the establishment of this hatchery, requirements for trout produced there have increased 100 percent. Fishing pressure on waters now being stocked has been tremendous and has developed a need far beyond original

estimates. In recognition of these increased requirements, the Congress appropriated $150,000 in fiscal year 1962 to initiate expansion of the production capabilities at Norfolk hatchery. These funds are being used to construct a new pipeline to carry additional water from Lake Norfork to the hatchery and to construct an aeration building. To continue this expansion program, I am informed that the Fish and Wildlife Service has a capability to utilize, in fiscal year 1963, $190,000 to construct concrete raceways, further water supply facilities, and the drainage features of the plan. While the budget failed to request these funds, I hope that the subcommittee will recommend an appropriation of $190,000 for this project.

Reservoir Research in the White River Area of Northern Arkansas and Southern Missouri

In the fiscal year 1962 appropriation bill this subcommittee added $170,000 to provide a program of reservoir research in the White River interstate reservoir complex in northern Arkansas and southern Missouri. Unfortunately, this amount was reduced to $85,000 in the conference with the House, but I think it very significant that this important program was initiated by the subcommittee last year. The necessity for this research stems from the tendency of our reservoirs to become stale as far as fishing is concerned. It appears that for the first few years following the impoundment of water behind a dam, fishing is generally excellent, but after that the tendency is for the reservoir to become increasingly less productive for fish.

To find the reasons behind this phenomenon and to develop means of combating it, the Bureau of Sport Fisheries and Wildlife has undertaken the study financed by the appropriation last year; $85,000 is included in the budget for fiscal year 1963 to continue this research, but I am advised that the Fish and Wildlife Service has a capability of effectively utilizing an additional $85,000. I would hope, therefore, that the subcommittee will recommend the full $170,000 to allow this research activity to proceed as rapidly as possible.

Fish-Farming Experimental Station, Stuttgart and Kelso, Ark.

In 1959, the Fish and Wildlife Service purchased two tracts of land in southeast Arkansas to establish a fish-farming research station. One of these tracts is located near Stuttgart in Arkansas County and the other at Kelso in Desha County.

Construction of the laboratory and service buildings at Stuttgart was completed in the summer of 1961, and construction of the necessary ponds and reservoirs has been commenced. The budget for fiscal year 1963 includes an item of $195,000 to complete the pond and related development at the Stuttgart unit.

I fully support the budget request for the Stuttgart station, but also wish to bring to the subcommittee's attention a need for funds to develop the property that has been acquired at Kelso. I am advised by the Fish and Wildlife Service that it has a capability of using $225,000 at Kelso in fiscal year 1963. I am further informed that these funds would be utilized as follows:

Building renovation and rehabilitation	$2,000
Pond construction, 138 acres, various sizes, with supply and drain lines	200,000
Combination utility and storage building	23,000
Total funds needed for the program	225,000

I most respectfully urge the subcommittee to recommend the inclusion of these funds in the fiscal year 1963 appropriation bill.

Predatory Animal Control

Mr. Chairman, I deem it most important that I bring to the subcommittee's attention the urgent need for a better control program for rodents, wolves, and other predatory animals in Arkansas.

Cattle, poultry, and rice farmers, in particular, are suffering greatly from the depredations of these animals, and great losses are occurring daily in certain areas of the State. Among the worst offenders are wolves, where livestock and poultry are concerned and nutria and muskrats in the rice areas. The latter are most destructive in burrowing through and damaging dikes and ditchbanks in ricefields.

The situation is so acute that the Fish and Wildlife Service sent a representative to Arkansas earlier this month to study the problems. The representative conducted meetings in cooperation with the Arkansas Game and Fish Commission, the Arkansas Legislative Council, the Farm Bureau, and other agricultural groups in an effort to develop an effective plan of predator control for the State.

Out of these meetings has evolved the Fish and Wildlife Service's recommendation for an effective supervised program in cooperation with the State of Arkansas. This program contemplates an expansion of the current program and an increase of Federal expenditures by $50,000 in fiscal year 1963, as well as stepped-up participation by the responsible State agencies.

The current Federal expenditure and the budget request for fiscal year 1963 for predator control in Arkansas is only $10,000, which is barely enough to finance one technical adviser for the entire State. As I have said, the anticipated expanded program was formulated after the fiscal year 1963 budget for the Fish and Wildlife Service was drawn up; and consequently, the additional $50,000 is not in the budget.

In view of the urgency of the situation, I most respectfully request the subcommittee to recommend, in addition to the $10,000 in the budget, $50,000 so that this much needed expansion of the predator control program in my State can be initiated.

BLACKBIRD RESEARCH

Finally, Mr. Chairman, I should like to say a few words about the research program now being conducted by the Fish and Wildlife Service in the Southern and Eastern States to find effective methods of controlling blackbirds. Blackbird damage to rice and other crops is seriously handicapping farming operations in the delta section of Arkansas. Damage in the State from blackbirds alone is estimated by the Extension Service to amount to $5 million annually.

I hope that additional funds to finance this important research activity will be provided and that an amount sufficient to satisfy the Fish and Wildlife Service's full capability to carry on this program in the Southern States will be recommended by the subcommittee.

Again I wish to thank the subcommittee for the understanding and splendid cooperation it has shown with regard to Arkansas projects in the past, and I am sure that the requests for fiscal year 1963 will receive your usual sympathetic consideration and attention.

STATEMENT BY SENATORS SMITH AND MUSKIE

Senator BYRD. We will place in the record a letter from Senators Smith and Muskie, of Maine, regarding a proposed program of herring research to be conducted by the Bureau of Commercial Fisheries, concentrated in the State of Maine.

(The statement referred to follows:)

U.S. SENATE,
Washington, D.C., March 13, 1962.

HON. CARL HAYDEN,
Chairman, Subcommittee on the Department of Interior, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: We are enclosing a statement on a proposed program of herring research to be conducted by the Bureau of Commercial Fisheries, on behalf of the sardine fishing industry which is concentrated in the State of Maine. The program, if fully implemented in fiscal year 1963, would require the expenditure of $486,000 in addition to those funds already being spent by the Bureau on herring research. In response to questions from members of the Maine congressional delegation, officials of the Bureau have agreed that the proposed program is essential to the future of the industry, and they have stated that the funds requested could be used effectively in fiscal year 1963. Staff and equipment for the recommended program are available.

Funds for this project were not requested in time to be considered for submission in the 1963 budget. Therefore, the Department of the Interior was not in a position to request such funds of the Congress.

We recognize the need for careful allocation of funds for the many worthy programs which have been presented to your committee. However, we believe that serious consideration should be given to an increase in appropriations for

the proposed sardine research project. The difficulties which confront the industry involve problems of supply of the raw material, apparent changes in the migrating pattern of the fish, and a lack of knowledge of how efficiently to catch and preserve in open waters.

The sardine industry has, for several years, taxed itself at a rate of 25 cents per case for the purpose of improving quality of the manufactured product, product research, advertising and promotion. The industry cannot support the kind of research program which has been recommended to the Bureau, and which is so essential to the future of the industry. Although the sardine industry is concentrated in Maine, the proposed research program would have implications reaching beyond our own industry and would be integrated with the Department of Interior's oceanographic research program.

We respectfully urge that the committee give most serious consideration to providing the $486,000 request for this additional research in the Bureau of Commercial Fisheries, and that this letter and the attached document be made a part of the hearing record.

Sincerely,

MARGARET CHASE SMITH,
U.S. Senator.
EDMUND S. MUSKIE,
U.S. Senator.

PROPOSED PROGRAM FOR ATLANTIC HEARING RESEARCH

I. BACKGROUND

The sea herring is one of the oldest organized marine fisheries of the world and presently ranks first in worldwide landings. These landings amount to approximately 12 billion pounds (FAO–1958), of which the U.S. share usually amounts to less than 300 million pounds, or less than 3 percent of the world's total. The greater portion of the U.S. landings—160 million pounds in 1959—comes from Maine waters, and, as such, is traditionally known as the Maine sardine.

In comparison with other North Atlantic fisheries, sea herring rank 11th in value and 3d in tonnage. As a source of protein, therefore, this is one of the more significant fisheries and, unlike the other principal food fisheries (i.e., haddock, redfish, scup, flounders, whiting, and cod), is harvested with much less gear and manpower.

This is a seasonal fishery and utilized almost exclusively young herring as "sardines." The present fishery is restricted largely to the Maine coast. The principal part of the catch is used by the canning industry in the production of "Maine Sardines," the trade name for this processed product. Small amounts of immature and adult sea herring, also, are landed at other ports as well for animal food and conversion to fishmeal.

The traditional problems of the Maine sardine industry center around fluctuations in abundance and availablity. The Maine sardine fishery depends principally on a single year class in any given season; hence year-to-year fluctuations in abundance or availability have more serious effects than would be the case if an accumulation of year classes were fished.

The fishery is carried out almost exclusively along the immediate shore with stop seines and fixed weirs. Purse seining at present accounts for only a minor part of the catch.

The sardine canning industry, comprising approximately 32 canneries and confined to the Maine coast, is the principal user of sardines (73 percent of Maine production in 1957). This is a seasonal industry, operating by tradition and State law only between April 15 and December 1. Processing methods have undergone many advancements in recent years and an industry-sponsored improvement in quality of the sardine pack has been effected. However, despite a rapidly expanding national economy, and this quality improvement program, the demand for Maine sardines has remained relatively stable at just under 2 million cases.

II. THE PROBLEM

The Maine sardine industry is in grave economic condition because of serious problems resulting from a recent sharp drop in supply of raw material, apparent changes in the migratory pattern of the fish, and a lack of knowledge of how to efficiently catch and preserve fish taken in open waters. For

the past 20 years the supply has undergone but minor fluctuations. In 1961, however, the schools of fish failed to appear on the normal fishing grounds; and consequently the catch dropped to approximately one-fifth of its normal size. Most of these fish were taken from the normal fishing area. Because of the lack of technological information, it has not been possible to harvest or utilize fish available in the open waters.

A concerted and diversified attack is needed to solve the problems, of the Maine sardine industry. Such an approach must be geared to provide solution of the overall problem of not being able to predict both the abundance and location of stocks of fish. It must also provide answers to some of the more basic factors affecting the biology of the fish and develop efficient and diversified methods of harvesting them wherever they occur. Also important is the development of new methods of eliminating feed from the stomachs of sardines which, if still in the fish when canned, impairs the quality of the processed product.

State agencies do not conduct research on the biology or utilization of Atlantic sardines. The industry has for several years taxed itself 25 cents per case for the purpose of improving quality of the manufactured product, advertising, promotion, and product reserach. However, as a result of the present critical condition, it will need assistance to survive the effects of this and possible future seasonal failures if it is to retain a competitive market position and continue its important contribution to the overall economy of New England.

The Bureau of Commercial Fisheries is currently conducting only a relatively limited amount of biological research on Maine sardines. However, during the 6-year period this research has been underway, invaluable basic knowledge on racial composition of the sardine stocks has been provided along with the development of research tools for defining these stocks. Because of the limited nature of these biological studies, research has necessarily been restricted primarily to basic studies of the biology of the sardine and its scope is not sufficient to provide the data that might lead to some reliable method of making advance predictions of the resource.

Similarly, the limited amount of gear research conducted in prior years by the Bureau of Commercial Fisheries has developed promising new techniques for improving the efficiency of inshore fishing. The Bureau, however, is able presently to conduct only limited investigations aimed at harvesting techniques and no research at all on the utilization of this important resource. The biological and technological programs must be both increased and diversified to solve the urgent problems of the sardine industry.

III. PLAN OF ATTACK

A. Prediction of supply

The real abundance of sardines or any marine fish, and how this abundance varies from year to year and over longer periods, is difficult to determine precisely.

Since the sardine population is beneath the surface of the sea and cannot be counted, elaborate continuing sampling methods are necessary. Because of the inshore nature of the present fishery, it is also important to understand the movement of these fish of various ages. Fish may be abundant but may not move inshore, or they may react differently to environmental conditions at different ages. Availability may be related to abundance, but should be studied separately.

Each new year class of sardines must be examined intensively from the time it is spawned until it contributes to the spawning stocks. Abundance at each stage of the life history must be determined, and the relative abundance from year to year also determined. Automatic processing of statistical information is an important part of this program.

B. Basic biological studies

Predictions may be based on observations of numbers and distribution of sardines, but such observations tell us little about the factors that underlie changes in abundance or availability of fish. If sardines are abundant or scarce in any particular year, it is important to be able to forecast such abundance or scarcity; but it is especially important to understand why there are more or fewer fish. Under our present program, biological information about factors controlling abundance is accruing at too slow a rate. Basic knowledge must advance hand in hand with information directly applicable to prediction. A broad scientific foundation is needed for any real understanding of sardine fishery and factors that influence its success.

There are many factors that may influence survival of sardines of all ages, including such things as disease, predation, physical conditions in the sea, etc. Each factor must be examined to determine its effect on survival. There may be other factors that influence productivity, behavior, and movement of sardines—factors that must be isolated and studied separately. The possible existence of separate groups of sardines must also be examined since, if such groups exist, they may vary in abundance independently of one another.

C. Harvesting and transport of raw material

Additional developmental work on Maine sardine fishing gear is urgently needed to extend fishing activities beyond the traditional shallow-water fishing grounds into the deeper water of the open bays and inlets. Present stop-seine and weir methods are limited to water depths of 30 to 40 feet and are incapable of catching large schools that frequently occur beyond these depths. Methods are needed for harvesting sardine schools that occur in the deeper waters along the coast and in offshore areas.

In order to utilize these fish, however, techniques and equipment must be designed and tested for holding the sardine catch during fishing operations and subsequent transportation to the cannery.

D. Processing research

Sardines harvested from open waters are landed dead, often with considerable feed in their stomach. These fish cannot be utilized for human food unless this feed is removed by mechanical or other means. It may be necessary to do this on vessel while at sea in order to deliver fish of suitable quality. Technological investigations must be conducted to devise an efficient method of removing the feed from the sardines, thus enabling their utilization in canning. Such studies will explore the possibility of adopting existing mechanical equipment for removing the feed from these fish or developing other suitable methods for eviscerating these fish.

In addition to the problems of availability or resource, method of capture, preservation and processing, there is also the increasing problem of remaining competitive in the distribution and marketing fields. In order to do this it is necessary that a better picture of the basic economics of the industry be developed.

IV. PROPOSED BUDGET

The proposed budget is shown in the attached table. Certain phases of this program will be concluded during the first 5 years. The more basic prediction and biological studies are continued for a 10-year period, with some change in emphasis as the program progresses. The Bureau of Commercial Fisheries presently is spending $134,000 annually on its sea herring biological program. In addition, it is spending annually about $10,000 on other projects which are of direct or indirect value to the Maine sardine fishery. Therefore, the above proposed program will require an annual expenditure of $486,000 in addition to that already being spent in the regular Bureau program.

Program for Atlantic herring research—Proposed funding and scheduling for 1st 5 years of program

[Thousands of dollars]

Research emphasis	1st	2d	3d	4th	5th	Cost per year for the 6th through 10th year
A. Prediction of supply	295	295	295	295	295	295
Continuous sampling of year classes	260	260	260	260	200	
Statistical analyses of data	20	20	20	20	50	
Analysis of biological data to determine prediction indicator	15	15	15	15	45	
B. Basic biological studies	185	185	185	185	185	185
Factors that influence abundance of herring	110	110	110	110	110	
Factors that influence behavior of herring	45	45	45	45	45	
Determination of geographic groups of herring	30	30	30	30	30	
C. Harvesting and preservation research	95	80	90	50	35	
Development of gear for inshore and offshore use	60	60	60	50	35	
Shipboard preservation studies	35	20	10			
D. Processing research	55	70	10	80	45	
Studies on removal of feed from fish	35	50	85	60	25	
Economic analysis of processing and marketing aspects	20	20	20	20	20	
Grand total	630	630	655	610	560	480

LETTER FROM SENATOR WILEY

Senator BYRD. There will be placed in the record at this point a letter, with enclosures, from Senator Wiley, of Wisconsin, relative to a request for funds for a Forest Products Laboratory at Madison, Wis.

(The letter referred to follows:)

MARCH 14, 1962.

Hon. CARL HAYDEN,
Chairman, Appropriations Subcommittee on Department of Interior and Related Agencies, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to respectfully urge approval of:

1. The recommended $3,300,000 appropriation for operation of the Forest Products Laboratory at Madison, Wis., for fiscal year 1963; and

2. The recommendations for a first-year appropriation, amounting to $4 million—the first stage of a 3-year $10 million program for necessary expansion of its facilities.

As you are aware, the forest products industry is tremendously significant to the whole U.S. economy. In 1960, for example—the latest year for which complete figures are available—the industry:

1. Provided jobs for about 1,136,000 people (a level of employment exceeded only by the machinery, food, transportation, equipment, and apparel industries; and

2. The manufacture of wood and paper products contribute about $10 billion to the Nation's income.

In Wisconsin—as in many other States—the forest products industry also ranked high in our economy, including (*a*) the creation of over 54,000 jobs; and (*b*) the output of products totaled around $1 billion.

I recognize, of course, that the requested appropriations for forest research represent a lot of money. According to expert computations, however, there is about a $70 return for each dollar invested in forest products research.

Consequently, this represents—in my judgment—a good investment.

For these reasons, then, I am respectfully urging approval of funds to carry forward—and to necessarily expand—the work of the Forest Products Laboratory at Madison, Wis.

If accomplished—as I believe it should be—it will be of tremendous significance to—

Our forest and forest products industries;

The thousands of people employed;

The business and services dependent upon the buying power of workers in the industry; and

The vast number of people, including America's homeowners, as well as many other industries who benefit from the work of the Laboratory.

I am taking the liberty of forwarding copies of letters from private industry endorsing the need for expansion of the Forest Products Laboratory. Based upon past experience, these messages reflect the significance of expanded forest research to private enterprises and the needs of the American people.

I respectfully request, therefore, that these be included in the record of the hearings.

With appreciation for the consideration which I know you will give this matter, and with kindest regards, I remain,

Sincerely yours,

ALEXANDER WILEY.

CONSOLIDATED WATER POWER & PAPER CO.,
Wisconsin Rapids, Wis., March 6, 1962.

Senator ALEXANDER WILEY,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILEY: We have been advised that the Forest Products Laboratory in Madison, Wis., has a request in Congress for a $4 million construction item. They have added 12 acres of land and this new construction item will be primarily for new pulp and paper facilities.

We think the Forest Products Laboratory has done an excellent job in the past and that this new construction item is necessary and will result in considerable benefits both to the people of the State of Wisconsin and the people in the United States as a whole.

We would appreciate anything you can do to support this request.

Yours very truly,

E. A. STARKS, *Assistant Treasurer.*

ALGOMA PLYWOOD & VENEER CO.,
Algoma, Wis., March 8, 1962.

Hon. ALEXANDER WILEY,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILEY: The Senate Appropriations Subcommittee on Interior and Related Agencies will take under consideration on March 12, 1962, a proposal for a building program to modernize and make additions to the Forest Products Laboratory at Madison, Wis. Our company, as you know, operates a plant at Algoma, and we have several warehouses throughout the State.

The Forest Products Laboratory in Wisconsin has rendered our company and our industry many technical services which we believe have helped to conserve the natural resources of our State and the United States. The Forest Products Laboratory has an extremely able staff and we know they are operating under a handicap due to the need for larger and more modern facilities.

We would like to strongly urge you to lend your good offices to supporting the request for a construction program for the Forest Products Laboratory. Senator Carl Hayden is the chairman of the subcommittee and we are confident a word from you to Carl Hayden would strengthen the position which we are advocating.

Thanking you for your assistance in this matter.

Sincerely,

RAY P. FULWILER,
President and General Manager.

UNIT STRUCTURES, INC.,
Peshtigo, Wis., March 8, 1962.

Senator ALEXANDER WILEY,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILEY: We urge that you support the U.S. Forest Products Laboratory request for additional research funds to make more effective use of our timber resources.

The Department of Interior and Related Agencies Subcommittee of the Committee on Appropriations is being requested to include $4 million for fiscal 1963 to provide additional wood chemistry and pulp and paper research at Madison, Wis. This is part of a 3-year plan to assure $10 million of needed research facilities for increasing the serviceability of wood products, developing new uses for wood, and improving the usefulness and quality of all wood species.

This research is essential to the proper use of wood as a structural material as well as provide the processes and techniques to improve the productive potential of our forests for the paper and cellulose industries.

The personnel of this laboratory have pioneered in the development of plywood, laminating, protection from fungi, insects and fire, wood structural design criteria and wood chemistry to change low-grade species into profitable products. Your support of their request for funds will be of tremendous importance to the State of Wisconsin and to the Nation in finding new uses for the products of its forests.

Yours very truly,

MAX J. HANISCH, Jr., *President.*

HAMMERMILL PAPER CO.,
Erie, Pa., March 8, 1962.

Hon. ALEXANDER WILEY,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILEY: I was very much interested in reading your speech concerning the expansion of the Forest Products Laboratory at Madison as reported in the Congressional Record of February 20, 1962. You are to be complimented on your leadership in attempting to secure funds for the new facilities which are needed to meet the demands for increased research in the utilization of the products of our forests.

The Hammermill Paper Co., has worked very closely with the Forest Products Laboratory in the past and has directly benefited from the splendid research work which has been done at the laboratory. Previous commitments prevent our appearing before the Senate Subcommittee on Department of the Interior and Related Agencies, which is now considering the request for funds to start construction of the proposed facilities at Madison. Perhaps you will find this letter of use to you in your efforts to secure favorable action on this matter by the subcommittee.

The Hammermill Paper Co. is one of the largest companies in the United States manufacturing fine papers—business, office, and printing papers. Paper manufacturing facilities are located in Pennsylvania, New York, Ohio, Massachusetts, Michigan, and Washington State with converting and merchandising facilities also located in a number of other States.

Hammermill, like almost all paper-manufacturing companies, depends on having an adequate supply of high quality woodpulp made from available pulpwood at a competitive cost. The Forest Products Laboratory has made valuable contributions to the U.S. pulp and paper industry and we feel that the high position which our industry now occupies could not have been reached without the research and development work which has been carried out by Forest Products Laboratory in the past.

The development of the patented Hammermill Neutracel process for the manufacture of high quality pulp from hardwoods, formerly considered unsuited for the purpose, was based upon excellent fundamental research work extending over many years by the Madison Laboratory. It would not have been possible to perfect the method and design and install the commercial plant at Erie now making 250 tons of Neutracel pulp per day as quickly, and possibly not at all, without the help of the Forest Products Laboratory.

As the result of the Neutracel development Hammermill has been able to continue and expand its pulp manufacture in Erie and to create an important source of jobs and income for the farmers and small wood suppliers in the economically

depressed areas of northern Pennsylvania and adjacent counties in New York. This means that over $2 million which formerly went to Canada for pulpwood purchases now is channeled into the economy of this region.

Other specific contributions could be cited as to the direct value of our industry of the research and technical contributions made by the Forest Products Laboratory but perhaps this example will suffice to illustrate the practical value of the work done at Madison.

It is hoped that you will be successful in your efforts to get the necessary approval so that construction of the much needed section for pulp, paper, and wood chemistry research can be started this year.

Very truly yours,

DONALD T. JACKSON.

MOSINEE PAPER MILLS CO.,
Mosinee, Wis., February 28, 1962.

Senator ALEXANDER WILEY,
Senate Office Building,
Washington, D.C.

HONORABLE SIR: Included in the U.S. Forest Service budget now being submitted, there is a request which I feel is of great importance to our country and which should be given high priority. This is the assignment of moneys (I think about $4,500,000) for the enlargement and improvement of the facilities at the Forest Products Laboratory at Madison, Wis.

The directors and staff of this Laboratory, ever since it was established, have made basic contribution to the paper and pulp industry and to all wood-using industries, and have been most valuable and important in the growth and service to our Nation. The scientific research and developments have definitely increased the usability and value of our forests.

New cooking processes were developed at the Laboratory which now makes it possible to make good pulps out of specie fibers that were formerly of little value. The usable yield per acre of our national timber resource has been increased by studies and results obtained at the Laboratory. Basic contributions through the work of this institution are continuing but are retarded and handicapped by limited facilities.

The support you have always given to the work of the Forest Products Laboratory is recognized and appreciated. A continuation of this support. I am sure, will come from you, Senator Wiley, by using your great influence to obtain the amount needed by the Laboratory from the Forest Service budget now up for consideration and adoption.

Respectfully and sincerely,

N. S. STONE, *Retired President.*

WISCONSIN ALUMNI ASSOCIATION,
Madison, Wis., February 28, 1962.

Hon. ALEXANDER WILEY,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILEY: Wanted to apprise you of our keen interest in the activities of the Forest Products Laboratory.

For many years we in Madison have seen the outstanding contributions that this fine Government agency has rendered to our entire Nation.

You are to be complimented for your great interest in the Forest Products Laboratory and in the strong interest that you have shown in their budget.

Keep up the good work.

Sincerely,

ARLIE M. MUCKS, Jr.

STATEMENTS OF SENATOR CARROLL

Senator BYRD. We will place in the record at this point statements from Senator Carroll, of Colorado, concerning a fish pesticide laboratory at Fort Collins, Colo.; a cooperative fishery research unit at Colorado State University; and support of appropriations requested for Bent's Old Fort, Colo.

(The statements referred to follow:)

FISH PESTICIDE LABORATORY FOR FORT COLLINS, COLO.

Mr. Chairman, I appear before you this morning to support an appropriation request for $50,000 by the Bureau of Sport Fisheries and Wildlife for site selection surveys for a new fish pesticide laboratory.

In supporting this appropriation for study of a new laboratory site, I do so with the strong recommendation that the Bureau give full attention to the advantages of locating the laboratory at Fort Collins, Colo.

The Fish Pesticide Laboratory is presently temporarily located in Denver, Colo. It is in makeshift quarters in the Federal Center.

In this connection, the Bureau is asking for $215,000 to maintain and operate the existing temporary laboratory. I support this requested appropriation also.

But the laboratory must soon be relocated, and it is to that matter that I address myself this morning.

Colorado State University at Fort Collins has, through its president, Dr. William E. Morgan, already offered to cooperate with the Bureau in selection of a site on or near university property. Dr. Morgan has indicated that, in his opinion, the known site requirements of the Bureau can be admirably met in the Fort Collins area.

I know, for example, that one of the most stringent site requirements is a proper supply of water in quantity, quality, and constancy of temperature.

These water needs can, I am confident, be adequately met at a site near the Bellvue Fish Hatchery, close to Fort Collins. Also, I am advised that sufficient land of a proper type is available near the fish hatchery.

At the same time, the university's own foothills campus, 2 miles west of the academic campus, is also an area ideal for location of a fish pesticide laboratory. This is a growing research campus anchored around a brandnew $1.3 million hydraulics laboratory. Other research being conducted at the foothills campus is as follows: hydrobiology, fisheries management, evaporation retardation, wildlife studies, veterinary science, and forest nursery.

Some of the foregoing research programs are carried out at the giant Bureau of Reclamation Horsetooth Reservoir and at College Lake and other reservoirs, all proximate to the university and the city of Fort Collins. Temperature and water quality studies of the water in Horsetooth Reservoir are in process right now and will soon be made available to the Interior Department.

There are other reasons that make Fort Collins, what to me would seem to be, an irresistably attractive site for this type of project:

The Colorado Game and Fish Department research laboratories are located on the edge of the Colorado State University campus.

CSU offers a graduate program in fisheries science associated with its Department of Forest Recreation and Wildlife Conservation.

Add to the foregoing facilities and programs the excellent CSU library and the university's many other research and graduate programs, from pathology to biochemistry and it would seem that no more ideal location than Fort Collins, Colo. could be found for a Fish Pesticide Laboratory.

Thus, Mr. Chairman, I support not only the $215,000 requested to keep the temporary Fish Pesticide Laboratory in Colorado functioning, but I also ask that you grant the $50,000 needed for a new site study, and I hope the Bureau of Sport Fisheries and Wildlife will give most thoughtful consideration to the multiple advantages of the sites now offered nearby in Fort Collins, Colo.; sites that have the benefits of good water, fish hatchery and fish science activities, and proximate access to a university (Colorado State) that has a solid, national reputation in advanced scientific achievements in natural resource and wildlife research programs.

COOPERATIVE FISHERY RESEARCH UNIT FOR COLORADO STATE UNIVERSITY

Mr. Chairman, Public Law 686 of the 86th Congress gave the Interior Department the authority to establish fishery research units on a cooperative basis with a State game and fish agency and a university offering a curriculum in fisheries science.

The necessary appropriation for a cooperative fishery research unit in a State is $30,000.

Only one such unit has been funded by the Congress since President Eisenhower signed the authorizing legislation on September 2, 1960. This unit is in our sister State of Utah. However, early in 1961, the Department of the Interior announced its intention to establish as many as 12 of these units.

I appear before you today to ask that you include in the bill before you $30,000 for a cooperative fisheries research unit to be located at Colorado State University at Fort Collins, Colo.

Mr. Chairman, there is no more logical or deserving location in the country for a research project of this type than Colorado State University. CSU originated this concept in 1949. In that year CSU established what was called the Colorado Cooperative Fisheries Research Unit, which was operated in conjunction with the U.S. Fish and Wildlife Service and the Colorado Game and Fish Department.

Federal cooperation in this research project ended in 1953. However, the university and the State have continued the program, and it is functioning today, ready once again to welcome the Federal Government to participate and avail itself of the vast knowledge and experience accumulated in a 13-year-old program.

If the Department of the Interior moves in any direction on cooperative fishery research, it will be most wasteful not to move first to reestablish its affiliation with CSU, the pioneer in this program.

Dr. William E. Morgan, president of CSU, told me a few days ago that the objectives and functions of his cooperative fisheries research unit are essentially the same as those announced by the Interior Department. As I understand it, the objective of the units proposed in Public Law 86-686 will be to offer improved and expanded training for graduate students in order to provide more and better trained personnel for the management of the Nation's recreational and commercial fisheries resources.

This is precisely what the existing program at CSU is doing.

This program can be immeasurably strengthened by once again joining hands, brains, and resources with the Federal Government.

Dr. Morgan said to me:

"There is a definite need for a vigorous fishery research training program in our part of the United States. The impact of water development projects in Colorado and the surrounding States will present many opportunities for new fishing areas, but associated with these opportunities will be serious fishing problems which will require an expanded fishery research and management effort.

"Our existing fisheries unit has a fine record of performance, and we view the announced intent of Federal participation in this educational area as an opportunity to expand and strengthen our program in the field of fishery science at CSU.

"Colorado State University is one of the few institutions of higher learning offering a degree in fishery science. Our program not only serves the needs of Colorado students but attracts students from nearby States where such courses of training are not available. We need to strengthen and expand our existing program in this area of research."

I ask your committee, Mr. Chairman, to give favorable consideration to my request for designation of $30,000 for Federal participation in the Colorado cooperative fisheries research program. This amount is sufficient, I am told by Assistant Secretary of Interior, Frank Briggs, to cover costs of salaries, travel costs related to the program, equipment, supplies, and limited funds for student assistance and graduate projects.

If the committee grants this request for $30,000 for cooperation in fishery research with the State of Colorado and Colorado State University, I can assure the committee, Mr. Chairman, that the resulting contributions to fisheries science will be of significance not only to my own State of Colorado, but all the States in the West where sport fishing abounds.

I hope the committee will add this amount to the bill before it.

BENT'S OLD FORT, COLO.

Mr. Chairman, I appear this morning in support of an appropriation request of $38,148 by the National Park Service for the preservation and development of Bent's Old Fort National Historical Site, which is located on the bank of the Arkansas River near La Junta, in southeastern Colorado.

Bent's Old Fort, for the information of my colleagues who may not yet be aware of its historical significance, is one of the most famous landmarks on the mountain route of the Old Santa Fe Trail.

Built by the three Bent brothers and Ceran St. Vrain, the Canadian fur trapper, in 1832, Bent's Old Fort was both a business and social center as well as a refuge for travelers and a supply depot for Generals Kearney and Price and John C. Fremont in their expeditions and explorations. As such, Bent's Old Fort is a highly significant landmark in our Nation's expansion in the Southern Plains area and the Southwest in general.

Since coming to the Senate, I have worked hard to see that Bent's Old Fort be made a national historical site, and in 1957, I introduced a bill (S. 2699) to this effect. In 1959, the National Parks Advisory Board completed its study of various historical sites, and favorably reported Bent's Old Fort. In 1960, both Houses of Congress passed legislation (signed into law June 30, 1960) establishing Bent's Old Fort National Historic Site and authorizing appropriations for its development and maintenance. I supported this legislation.

In 1961, the Colorado State Historical Society generously donated the 5.77 acres containing the fort site and access roadway to the Federal Government. It has long been recognized that an additional 170 acres of privately owned land would be necessary to maintain the integrity of the site and provide adequate space for parking and other facilities necessary to the park's operation.

The National Park Service appropriations for fiscal year 1962 included funds for this land acquisition (as well as for rehabilitation and maintenance of the site) and I am informed that negotiations for the purchase of this land should be completed within the next week or 10 days.

Local interest in Bent's Old Fort has been high. For the past several years the La Junta Chamber of Commerce, cooperating with James Grafton Rogers, president of the Colorado State Historical Society and many Arkansas Valley groups such as the La Junta DAR and individuals, including Mr. James Baldridge, Mr. Milt Andrus, and Mr. Fred Betz, publisher of the Lamar Daily News, have worked toward the improvement of Bent's Old Fort.

Local and State time, energy, and resources have contributed much to this project. As was recognized by the appropriations for Bent's Old Fort in the fiscal year 1962 budget, however, local resources could not be tapped indefinitely.

In supporting and urging support of the Bent's Old Fort appropriations for fiscal year 1963 ($38,148), I would remind my colleagues that this is a small price to pay for the preservation of an important part of our American heritage. Western history has been and will, I'm sure continue to be a very great part of our national culture.

In underscoring this point, I would close with a quote from a Denver Post editorial (May 29, 1960):

"Bent's Old Fort was to the West what Times Square is to New York or Piccadilly Circus is to London.

"It was the center of a universe. It deserves restoration and preservation."

Statement by Senator Stennis

Senator Byrd. We will place in the record a statement by Senator Stennis, of Mississippi, concerning the forestry research program construction, and a statement urging an additional $50,000 appropriation for the Hardwood Research Center at Stoneville, Miss.

(The statement referred to follows:)

Increase of $10,455,000 for the Forestry Research Program

Mr. Chairman, once again I wish to reiterate my interest in the Forest Service research program. I submit for your consideration a proposal to strengthen the research work along several important lines and to provide for a laboratory construction program of great significance. I described my proposals in detail before the Senate on February 15. This statement for the record will be a brief summary of my proposal.

Since the Forest Service leaders presented a well-developed and orderly program of forestry research early in 1959 you and your committee, Mr. Chairman, have wisely provided for steady growth of this important work. Unfortunately, the budget before you for fiscal year 1963 does not provide for the necessary

expansion which is needed. In fact, the proposed budget represents an overall reduction of $3,218,000 below fiscal year 162 for the research work and construction of laboratories. Eliminated almost entirely is the construction of vitally needed research facilities, a key to future development of the forestry research plan.

I do not think this country can afford to allow a step backward in this forestry research program. As has been my custom over the years, I have spent considerable time obtaining from informed people in various parts of the country an appraisal of where we are heading in forestry research and what we need to do. I have systematically visited the forests of this country, making trips into the forests of my own State and of other States, to see the problems first hand and the progress being made in forestry and in research. I cannot agree with the budget recommendation. It calls for much too slow a pace in reaching reasonable and essential research goals. It would put a halt to the construction of research facilities that are desperately needed to implement and make more effective the research work that is now underway. It would likewise interrupt with serious consequences the orderly construction of the research buildings sorely needed for the expansion of research work. This expansion must come in the near future if we are to meet the requirements of the carefully planned forestry program of the Department during the next 10 years.

For these reasons, I am again this year proposing that the budget estimates for fiscal year 1963 be increased for the research work of the Forest Service. I propose an increase of $10,555,000 over the 1962 appropriation. This increase over 1962 would be divided: $6 million for acceleration of research work, and $4,555,000 for construction of research facilities. I have a table that shows where we stand in fiscal year 1962 with respect to financing the forestry research program, the budget recommendation for fiscal year 1963, and my proposal of the funds required for fiscal year 1963 to maintain reasonable and essential progress in this very important program.

Forestry Research—Budget estimate for fiscal year 1963 and proposed increases required for planned progress

[Thousands of dollars]

Research items	Appropriated fiscal year 1962	Budget estimate fiscal year 1963	Budget estimate increase (+) or decrease (−) over fiscal year 1962	Funds required for planned progress	
				Increase over fiscal year 1962	Total fiscal year 1963
Forest and range management	$9,737	$10,214	$477	$1,950	$11,687
Forest protection	4,344	4,729	385	2,450	6,794
Forest products and engineering	4,477	4,717	240	1,200	5,677
Forest resource, economics and products marketing	2,615	2,740	125	400	3,015
Subtotal, research investigations	21,173	22,400	1,227	6,000	27,173
Construction of research facilities	5,195	750	−4,445	4,555	9,750
Total for forest research	26,368	23,150	−3,218	10,555	36,923

LABORATORY FACILITIES NEEDED

I also have a table which shows 12 high-priority construction projects that would be provided for by the funds for laboratories which I am suggesting. I also endorse the seven small projects totaling $750,000 already included in the proposed 1963 budget. The additional 12 projects are as follows:

Additional construction proposed

1. Parsons, W. Va.: Forest watershed management laboratory	$150,000
2. Alexandria, La.: Forest utilization, protection, and forestation laboratory	900,000
3. Warren, Pa.: Forest recreation and wildlife habitat management laboratory	450,000
4. Sewanee, Tenn.: Forest soil and silviculture laboratory	200,000
5. Madison, Wis.: Forest Products Laboratory addition for wood chemistry and pulp and paper research	4,000,000
6. Olympia, Wash.: Timber management and animal damage prevention laboratory	300,000
7. Ames, Iowa: Hardwood silviculture laboratory	200,000
8. Tempe, Ariz.: Forest watershed, range and wildlife habitat management laboratory	900,000
9. Fort Myers, Fla.: Forest and range management laboratory	150,000
10. Houghton, Mich.: Forest engineering laboratory	400,000
11. Logan, Utah: Forest watershed management laboratory	900,000
12. Redding, Calif.: Timber management and utilization laboratory	450,000
Total for additional construction	9,000,000

As I have said, all of these laboratories are high in priority. I developed these projects from the forestry plan we have had before us and from discussions and correspondence I have had with scientists and others. Some of these projects, such as the first five on the list, I endorsed last year. They are even more badly needed now.

One of them deserves special comment. The $4 million listed for the addition to the Forest Products Laboratory at Madison, Wis., would be the first stage of a construction program that will when completed cost $10 million. Other stages could follow within the next few years. As was developed in hearings before your committee on this point last year, it is feasible to construct these Forest Products Laboratory facilities in two or three stages. The first stage is for the work on wood chemistry and pulp and paper. I have recently checked this point with officials of the Forest Service and they have confirmed that the Madison project could be efficiently constructed in stages if the full amount could not be made available at once.

The present laboratory building at Madison is overcrowded and ill adapted to the modern scientific and experimental equipment needed for the forest products research program. I have looked into this and know that additional laboratory space there is needed. It is the same story here as at many other forestry research locations: a need now for more space and better and more modern facilities for research.

RESEARCH PROGRAM INCREASE ALSO NEEDED

In addition to an increase for research construction, I am recommending an increase for research work for fiscal year 1963; that is, $6 million—$4,773,000 over the budget estimate—to provide for a more aggressive research attack on high priority problems. Accelerated research is especially needed on forest fire, insect, and disease-protection problems; on improvement of watershed management; and on forest products utilization and marketing problems.

While substantial progress has been made in forest fire control, we need far more research on aerial firefighting methods, better firefighting chemicals, prevention of lightning fires and fires caused by man, and conversion of flammable fuels to safer cover conditions.

Insect and disease pests cause tremendous damage and probably destroy every year almost as much timber as we use. Achievements that have been made by research scientists show the outstanding gains that can come from research efforts. I cited a number of these on other occasions before this committee and

I am sure that you are well aware of the gains that come through an investment in this type of research.

Another important field of research that needs additional strengthening is watershed management. America's forests and related rangelands are our major water-producing lands. Their maintenance in a productive condition, free of erosion, is a complex technical job because these same lands must also produce timber, forage, recreation, and fish and wildlife.

But we need far more intensive effort on still unanswered problems in many regions. In New England, the Lake States, the Southwest, and the Deep South—in all parts of the Nation—we have forest watershed problems. We must get on with the forest watershed and soils program of research that is so sorely needed.

Forest-products research deserves our special attention. The pulp and paper research of the Forest Products Laboratory, for example, has led directly to methods that open up markets for species of trees heretofore unsuited for certain paper products. That work has been particularly valuable in many areas of the Nation.

The need for strengthening research on forest products utilization and marketing is especially essential in the Nation's areas of chronic underemployment. Almost all these areas are characterized by abundant forest land. The forests represent their principal raw material. There is a great deal of forest land in these difficult areas, but much of the timber is of small size and of poor quality for traditional uses. Research is needed to develop new uses and markets for it. Better marketing systems need to be developed, so that a more efficient flow of a broad variety of products gets into industrial channels, with reasonable profits all along the line. All this will mean new jobs, more abundant wood products, and flourishing wood industries. All our people, and especially those in these underdeveloped forest areas, would benefit.

In addition to the various programs I have cited as in need of an accelerated attack, there are other essential ones. These include research on the problems of reforestation, forest genetics, timber growing, range management, improvement of wildlife habitat, and forest recreation. Our forestry research program should move ahead in a balanced way, since many of the forestry problems are interrelated, and their solutions cannot be found in a lopsided or uncoordinated hit-or-miss fashion.

In conclusion let me say this: I have supported forestry research in the past, as now, because I have seen the benefits that flow from a well-conceived and strongly supported program. I am proud of the response of this committee to the needs of forestry research and I compliment it on the constructive actions it has taken on these matters. I hope that it will once again give favorable consideration to these proposals and provide $6 million for additional research and a $4,555,000 increase over fiscal year 1962 for laboratory construction. The total increase of $10,455,000 represents an insignificant price to pay for the rich rewards that will come to the people of our Nation in having a bountiful supply of wood, water, forage, wildlife and fish, and outdoor recreation.

Support of an Additional $50,000 for the Hardwood Research Center at Stoneville, Miss.

The recently completed Southern Hardwood Laboratory at Stoneville will be of particular value and will contribute greately toward achieving the necessary level of research into the management of the 40 million acres of southern hardwood forests for which the laboratory has prime responsibility. This build-up should be continued until it reaches a level commensurate with the ever-increasing demands placed on these forests.

There is a pressing need to step up hardwood seeding and planting research. The center has been working diligently in this field with some success in a limited number of species. However, it is apparent that with greater manpower, more speed can be applied. A modest increase of $50,000 over the amount proposed in the budget would allow the effort in this field to be more than doubled.

An example of the fruits of previous research initiated and carried through by this center lies in the planting of the *Populus* species, cottonwood. Hundreds of acres formerly growing only a minimum of timber or crops in the bottom land are now being successfully converted to the growth and production of this desirable timber.

The valleys and richer uplands of the South contain approximately 40 million acres of hardwood forests, whose high potentialities for growing timber are just beginning to be recognized. The southern hardwood region extends from the Roanoke River and Great Dismal Swamp in Virginia to the plains of Texas. Since 1915, this area has sustained 40 to 50 percent of the national production of hardwood lumber.

The best hardwood forests in the South are on rich, deep soils having adequate moisture throughout the growing season. The bulk of these sites occur in the bottoms of major alluvial regions. The largest single area of bottom land is that of the Mississippi Delta, where 11,600,000 acres are in hardwood forests. Adjacent uplands, known as the Brown Loam Bluffs, have about 4,400,000 forest acres. The total acreage of all other productive hardwood forest sites, both lowlands and uplands, but largely the former, is about 29 million acres. Not only mountains, plateaus, and upland pine sites, but all coastal plain sites ill-suited to the production of quality hardwoods, are excluded from this estimate.

Ten years ago, in 1952, saw timber cut for all purposes in the United States amounted to 48,840 million board feet, of which the volume of 12,214 million board feet was of hardwood species. Of that cut from broadleaf species, almost 8 billion board feet came from the whole South. Without considering quality, growth of hardwoods exceeds the cut; however, the distinctive value of hardwoods to the national economy lies in their peculiar adaptation to the manufacture of furniture, handles, flooring, implements, cooperage stock, and a myriad of other factory products requiring the technical wood properties found only in hardwoods. Growth of this quality timber, sought by industry, falls far short of equaling offtake. Only through improved hardwood forest management can this country meet the demands of an increasing population. At present, a large volume of imported hardwood timber is helping to meet the requirements of the industry.

For the past 9 years, a group of 40 hardwood landowners and industry representatives in Mississippi, Alabama, Arkansas, Louisiana, and Tennessee have contributed over $100,000 in cash to the program of hardwood research at Stoneville. In addition, there has been an unstinted contribution of land for timber for experiments and demonstrations. Two experimental forests have been leased to the Forest Service by industry for long periods at no cost to the Government The delta branch of the Mississippi Agricultural Experiment Station provides another 2,620 acres of experimental forest. Over a dozen other experimental areas in private forests are being used by research personnel. These facts are pointed out to illustrate the contributions being made by hardwood industry leaders to the Forest Service's research effort.

Mr. Chairman, let me urge your committee to provide an increase of $50,000 above the budget amount for the Hardwood Research Center at Stoneville, Miss., for fiscal year 1963. This increase is greatly needed and is fully justified.

LETTER FROM SENATOR FONG

Senator BYRD. There will be placed in the record at this point letters from Senator Fong, of Hawaii, in support of Senator Stennis' forestry research proposal, and urging establishment of a cooperative wildlife research unit at the University of Hawaii.

(The letter referred to follows:)

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
March 13, 1962.

HON. CARL HAYDEN,
Chairman, Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: I strongly urge that the committee approve the proposal of Senator John Stennis for an increase of $13,773,000 over the 1963 budget request of the President for research work of the Forest Service. This is an increase of only $10,555,000 over the 1962 appropriation.

Extending and expanding the forestry program has much merit and is timely. In my State of Hawaii, development of timber resources has become increasingly important. It constitutes the backbone of a 10-year, multiple-use program for State forest lands approved recently by the State department of lands and natural

resources. For too long Hawaii has had most of its economic eggs in just a few baskets. The 10-year program is aimed, in part, at developing a number of forest products, thus making the islands' economy more diversified.

We need to push vigorously ahead now with implementation of the research programs on the undeveloped natural resources of the State. I was delighted to learn that $26,500 is in the budget estimate of the Forest Service for fiscal year 1963 to strengthen the forest research program in Hawaii. In my judgment, this amount is relatively small to do the best work for the development of an important natural resource; however, this amount will represent a good start on the research work that needs to be done in the State. It will enable the State to further carry out the forestry survey, watershed research, and the beginning of a program in tree planting research.

I congratulate the Senator from Mississippi for his vision and leadership in calling this matter to the attention of the committee, and for the vigorous leadership he has taken in this particular field of productive agricultural research.

With kind regards and aloha,

Sincerely yours,

HIRAM L. FONG.

U. S. SENATE,
COMMITTEE ON THE JUDICIARY,
March 13, 1962

Hon. CARL HAYDEN,
Chairman, Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to request inclusion in the Department of the Interior's budet for fiscal year 1963 certain funds to permit the establishment of a cooperative wildlife research unit at the University of Hawaii.

The State of Hawaii has been in consultation with the Bureau of Fish and Wildlife for the purpose of establishing a wildlife research unit in Hawaii. The possible research activities of such a unit in Hawaii could not be feasibly duplicated elsewhere in the United States. The Bureau has recognized the many advantages of such a unit and has enthusiastically endorsed this project. One of the prime reasons for the urgency of this request is the near extinction of certain wildlife in the State of Hawaii.

Heretofore the University of Hawaii has not had on its staff a faculty member to carry out the programs necessary to wildlife research nor have courses been offered at the university which are tantamount to Federal research participation at the State level. For these reasons the Department of the Interior has not entered into any cooperative agreement with the State of Hawaii and no funds have been requested previously to establish a wildlife research unit in Hawaii.

I have just been advised by the University of Hawaii that plans have been made to engage a professor who specializes in wildlife to join the university's staff beginning September 1962. This faculty member would undertake and fill the requisites of the wildlife research program envisaged by the Bureau of Fish and Wildlife. These recent developments now make it possible to finalize plans to establish this Federal-State cooperative research unit in Hawaii.

Because this has been a recent development, no allowance was made to accomodate such a unit in Hawaii by the Department of the Interior in its budget request for fiscal year 1963. In a recent study completed by the Bureau of Fish and Wildlife, the sum of $20,000 was recommended as necessary to establish this unit. Therefore, I urgently solicit the consideration of your committee to include in the budget appropriations for the Department of the Interior's Bureau of Fish and Wildlife the amount of $20,000 or such other amount as is necessary for the establishment of a cooperative wildlife research unit at the University of Hawaii.

The people of Hawaii and I will be most appreciative of any consideration you may give this request.

Aloha and best wishes,

Sincerely yours,

HIRAM L. FONG.

TELEGRAM FROM GOVERNOR LAWRENCE

Senator BYRD. There will be placed in the record at this point a telegram from Gov. David L. Lawrence, of Pennsylvania, concerning the establishment of a recreational research center in Warren County, Pa.

(The telegram referred to follows:)

MARCH 12, 1962.

CHAIRMAN, COMMITTEE ON AGRICULTURE,
U.S. Senate, Washington, D.C.

Mr. Chairman, the Commonwealth of Pennsylvania firmly supports the request of the Warren County Development Association for the establishment of the Warren Recreation Research Center. As you know, research on recreation has been carried out at the center in Warren for several years under the U.S. Forest Service. This work is inadequately housed, however, and needs adequate facilities for the successful conduct of its work. It is for this reason that we firmly support an appropriation of $450,000 to build this center.

In 1961 the general assembly approved a tourist promotion program unique in the Nation. We are the first State to subsidize local tourist promotion programs. In the 1962 session of the general assembly, I requested approval for a constitutional amendment which will be the first step toward the development of adequate recreational and tourist opportunities in Pennsylvania. We call this program Project 70 because by 1970 it will have accomplished 4 things:

It hopes to develop three great Federal recreation areas in Pennsylvania;

It will ring our national population centers with a green belt of regional parks and reservoirs;

It will develop a new American vacation land along the new Interstate Highway System;

It will preserve our vital fish and wildlife areas for the future.

Obviously, Pennsylvania has a deep interest in its recreation and tourist potential and we can assure you that we will utilize to the fullest the fruits of the research conducted at the Warren center.

DAVID L. LAWRENCE,
Governor of Pennsylvania.

TELEGRAM TO SENATOR HART

Senator BYRD. There will be placed in the record a telegram to Senator Hart, of Michigan, from Mr. W. E. Thorsen, chairman of the board of the East Jordan Area Chamber of Commerce, concerning an additional appropriation for construction of the Federal fish hatchery in the Jordan River Valley, in Michigan.

(The telegram referred to follows:)

EAST JORDAN, MICH., *March 10, 1962.*

Senator PHILIP A. HART,
U.S. Senate, Washington, D.C.

The entire membership of the East Jordan Area Chamber of Commerce request you work for the approval of the second year's appropriation of $467,000 for construction of the Federal fish hatchery in the Jordan River Valley.

W. E. THORSEN,
Chairman of the Board, East Jordan Area Chamber of Commerce.

CONCLUSION OF HEARINGS

Senator BYRD. Ladies and gentlemen, this concludes the hearings on the Department of Interior and related agencies' appropriations for the fiscal year 1963.

The committee is adjourned.

(Whereupon, at 3:45 o'clock p.m., Tuesday, March 13, 1962, the committee was adjourned.)

Material for Record

Clerk's Note.—The following material has been received by the committee and will be entered in the record:

Letter and Joint Statement From Senators Mansfield and Metcalf

U.S. Senate,
Office of the Majority Leader,
Washington, D.C., March 13, 1962.

Hon. Carl Hayden,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: It is our understanding that your Subcommittee on Interior Appropriations intends to conclude its public consideration of the fiscal 1963 estimates within a few days. It will not be possible for us to make an appearance in person to support items of importance to Montana. We do, however, wish to submit the attached joint statement for the subcommittee's consideration and ask that it be printed as a part of the record of this hearing.

We remain available for discussion of any of these items which are important to our constituents and the development of the State. We have not asked for any major increases but we do ask that the budget requests be approved at a level proposed in the administration's budget, with appropriate adjustments.

With best personal wishes, we remain,

Sincerely yours,

Mike Mansfield.
Lee Metcalf.

Statement of Senator Mike Mansfield and Senator Lee Metcalf

The 1963 budget for Interior and related agencies has several commendable increases over last year's recommendations. There are still, in our opinion, some areas inadequately financed. We hope your committee will find it possible to provide appropriate increases.

Representing a State with large Federal holdings and a virile livestock industry, we particularly appreciate the leadership of your committee which made possible the comprehensive grazing survey now being conducted by the Department of the Interior and the Forest Service. Such funds as your committee deem necessary to carry through this survey will, we are sure, be well invested.

BUREAU OF LAND MANAGEMENT

We are disappointed that no money was recommended this year for recreational development of BLM lands, following the denial by the House committee last year of the modest request for $200,000. Recreational use of BLM lands is increasing sharply, in Montana and other States. Plans this year include full-time wildlife and recreation specialists in all State offices and some district offices. But basic recreational facilities—picnic tables, sanitary facilities, water, and fireplaces—are lacking.

For example, a total expenditure of less than $60,000 would permit construction of six recreation projects on BLM lands in Montana. This figure includes cost of spur road construction and acquisition of access. In one instance, in the Lewistown area, the county and local chamber or commerce have agreed to place picnic tables and other recreation facilities along the scenic Maiden Canyon Road, if BLM will build 2 miles of access road which would cost only $6,000.

FISH AND WILDLIFE SERVICE

When the original Migratory Bird Act was passed establishing the migratory bird stamps, it was contemplated that the receipts of the $1 stamp would be utilized for acquisition of wetlands. Each time the duck stamp was raised, to $2 and $3, it was contemplated by Congress that the proceeds for migratory bird stamp sales would be utilized for land acquisition. It was only when Congress raised it to $3 and made it mandatory that all receipts be utilized for land acquisition that duck stamp revenues were no longer utilized for administration.

At the time that the $3 duck stamp and the earmarking of proceeds took place, it would have taken 300 years to acquire the land required to complete the Federal commitment for refuges. That bill speeded authority for land acquisition so it could be accomplished in 30 years. There are only 22 million acres, of the 120 million acres in the country at the time the white man came, now usable for migratory waterfowl refuge purposes.

Last session Congress passed a bill providing for $105 million to be spent over a 7-year period for wetlands acquisition. This was to be paid back at the completion of the seventh year from 75 percent of migratory duck stamp revenue, with the 25 percent continuing to be utilized for acquisition. This would buy about 75 to 80 percent of the 4½ million acres that the Federal Government is to acquire. However, the first year went by without any appropriation. We are now in the second year of the program. The President's budget provides for $7 million. To complete the program in the time required, a minimum of $15 million annually is needed for the 7 years.

The land is vanishing rapidly through drainage, urbanization, farming, and utilization for other purposes. The cost is increasing. We must have this land to preserve the migratory waterfowl in this country. The longer we delay, the more difficult the costly acquisition will be.

If we are to complete the program in time, it will take at least $15 million the first year and that will rise from $17 to $20 million as the program goes along.

Last year the Congress approved funds, based on Senate recommendations, to begin renovation and modernization of the Ennis National Hatchery in western Montana. This work will bring up to date the federally sponsored facilities in the State with the exception of the Bozeman unit, which requires some repairs as a result of the Madison Canyon earthquake several years ago. We had hoped that the administration would request additional funds to proceed with the 3-year program, but the item was not included in the proposed budget for fiscal year 1963. We request that sufficient funds be included in the Interior appropriation bill to permit the second of a 3-year modernization program to proceed. We addressed the committee in greater detail on this matter by letter of February 28, 1962.

Also, we suggest the committee consider upward revision of the pesticide research program. Only $853,000 is budgeted; $2.56 million is authorized.

In conjunction with our efforts to develop tourism in our State we have supported the necessary improvement and modernization of fish hatcheries, Federal and State, in Montana.

NATIONAL PARK SERVICE

Insofar as Montana is concerned the most significant new development in the proposed National Park Service budget for fiscal year 1963 is the request of $735,000 for the agency's participation in the construction of airport facilities at West Yellowstone. As the committee knows we both have been vitally interested in this project for a number of years.

Tourism is a major industry in Montana and these new facilities will permit airlines to provide improved service when the project is completed. In recent years there has been a greater demand for fast efficient service to the national parks and resort areas throughout the Nation. These airport facilities will make Yellowstone National Park much more accessible to the general public.

The approval of these funds for the Department of the Interior will remove the one remaining obstacle to the construction of this project. The U.S. Forest Service has agreed to make available the necessary land, the Federal Aviation Agency is prepared to obligate Federal-aid airport funds, the Montana Aeronautics Commission has agreed to sponsor the project, and the allocation of these funds to the National Park Service will complete the necessary cooperative arrangements.

We understand that preliminary reports show that $165,000 will be used for the terminal building, utilities, and landscaping, and $570,000 for runways, taxi

strips, aprons, and service roads. These funds would be obligated when the Federal Aviation Agency obligates funds in the approximate amount of $600,000.

The West Yellowstone Airport project has our enthusiastic support and we hope that the Senate Committee on Appropriations will again recommend the appropriation of funds for this work and a similar airport project which would serve Grand Canyon National Park.

We are pleased to know that the National Park Service intends to proceed with the development and modernization of facilities in Glacier National Park. Glacier is truly one of the natural wonders of the North American Continent, its majestic beauty is being enjoyed by larger numbers each year. We hope the budget requests will be adequate to continue the development of this national park under the Mission 66 program.

Montanans are quite interested in the continued construction on the International Loop Road, which when completed will provide a circular route of travel through Glacier National Park and Waterton Lakes National Park in Canada. This highway will not only facilitate tourist travel but will go far in promoting better relations with our friends in Canada. The Camas Creek section now under construction is a very important segment and we ask that sufficient funds be made available for this work.

INDIAN BUREAU

We are pleased to note a number of items in the Indian Bureau budget which will permit better living conditions for our Indian citizens. There is particular interest out home in the $200,500 request for the Big Porcupine—or Wyota—unit on the Fort Peck Indian Reservation. These funds are intended for the purchasing of equipment and materials, and to begin construction of a pumping plant, located on the Missouri River, to supply water for the irrigation of lands in the Big Porcupine unit.

The Billings area director is completing an architect-engineer contract for the design and plans and specifications for the pumping plant now. This work will be completed prior to June 30, 1962. The Bureau of Indian Affairs hopes to be able to complete the pumping plant and build the main canal during the next 2 years.

There has long been a need to replace the present 35 cubic foot per second Wyota pumping plant by a new 75-foot head 115 cubic foot per second pumping plant located on the Missouri River just downstream from the confluence with the Milk River. This new pumping plant will supply water to 6,975 acres, about three times the acreage now being furnished water from the Wyota pump.

When completed, the Fort Peck project will consist of 24,620 acres of irrigated land which will be an increase of 12,909 acres, thus doubling the size of the irrigated area on the reservation. Canals will be extended 68.9 miles, new drains in the amount of 17.8 miles, making an ultimate total of 178.1 miles of irrigation canals and 51.7 miles of drainage ditches.

INDIAN HEALTH

The $4 million budget for construction of Indian sanitation facilities under Public Law 121 will permit modification and extension of the community sewer and water systems at Browning on the Blackfeet Reservation ($184,000), construction of individual waste and water disposal facilitities in the Fort Kipp-Blair community on the Fort Peck Reservation ($49,000), and community and individual water supplies and individual waste units at St. Ignatius on the Flathead Reservation ($103,000), as well as similar work on a number of reservations in other States.

Public Law 121 is saving and lengthening lives throughout the country. The Public Health Service could move ahead with this great program in additional communities were funds available. We urge the committee to consider an additional $2 million for this program in fiscal 1963.

FOREST SERVICE

We advocate additional public investment in development of our national forest resources to put them on schedule with the needs outlined in President Kennedy's program last fall. To do so would cost $25 million more than the budget request presented to the Congress. Major items are $14 million for the road program and $11 million for forest land management.

In addition, we propose that the budget request for research be increased by $9.2 million, and that for access roads by $4 million.

You will recall that, following the President's presentation on September 21, 1961, Senator Hayden requested the Forest Service to develop a program which would carry out the needed development in 10 years.

Except for roads and trails, appropriations for this fiscal year were generally in line with needs. That part of the program dealing with national forest management, protection, and development was financed at 96.5 percent of the planned level. The major deficiency was in the item for roads and trails, underfinanced this year by some $7 million.

To stay on schedule in national forest development in fiscal 1963 would require a budget of $222.5 million. As it was sent to Congress, the budget provides $187.4 million, or 84 percent of the need. However, the budget also includes a proposed amendment to the Highway Act to provide an additional $10 million for roads and trails. If this increase is granted, as we hope it will be, the long-range forest development program would then be financed at 88.7 percent of need next year. Even with this increase, the road program would only be 81.3 percent financed, and would be short some $14 million, which should be appropriated.

Following is a summary of the 1962 and proposed 1963 road and trail program financing:

Appropriation	Planned level	Financed	Difference
1962			
Forest roads and trails	$43,330,000	[1] $37,500,000	−$5,830,000
Roads and trails for States (10 percent)	11,370,000	10,020,000	−1,350,000
Access roads	2,000,000	2,000,000	
Total	56,700,000	49,520,000	−7,180,000
1963			
Forest roads and trails	61,470,000	37,500,000	−23,970,000
Roads and trails for States (10 percent)	11,700,000	11,600,000	−100,000
Access roads	2,000,000	2,000,000	
Subtotal	75,170,000	51,100,000	−24,070,000
Proposed $10,000,000 Highway Act increase		[2] 10,000,000	10,000,000
Total	75,170,000	61,100,000	−14,070,000

[1] 1962 appropriation of $35,000,000 plus $2,500,000 of the 1963 Highway Act obligational authority being used in 1962.

[2] Increase of $10,000,000 obligational authority would require an additional $6,500,000 appropriation in 1963.

One of the most underfinanced of the forest land management programs is that of the rapidly growing recreation-public use. The 1963 request of $26.1 million is down $4.3 million from the planned level, which would be less than 86 percent financed next year unless this cut is restored. The other major increase needed in the forest land management section is $3.4 million for timber management, including reforestation and administration and management of the timber sales from which we taxpayers receive a major return on this public investment.

Money invested in forest research returns to us many times over. Forest fire research at the Forest Service's Missoula laboratory has saved millions of acres of timber and billions of dollars worth of public resources, including watersheds. Promising early results of lightning-storm modification suggest that intensified efforts will pay big dividends in future fire prevention. Studies of how to control fires by new aerial methods, chemicals, and a whole new technology are needed if we are to cut the high cost of control, if we are to reduce damage to our forest resources, save watersheds, timber, wildlife, recreation, and other national assets.

Federally financed research at Montana State College in Bozeman has two highly important objectives: First, more profitable systems of harvesting, transporting, and handling the small-sized but abundant lodgepole pine timber; and, second, safe methods of logging in mountain areas where slopes are steep and soils highly erodible.

Forest product utilization research has shown that some trees, once regarded practically as weeds, are valuable forest projects which, if properly utilized, become an important additional resource.

The need for strengthening research on forest products utilization and marking is especially essential in the Nation's areas of chronic underemployment. Almost all these areas have abundant forest land. The forests represent their principal raw material. In many areas, however, the timber is small and not suited to traditional use. Through research we can develop new uses and markets for this timber—new wood products, new jobs and a strengthened timber industry.

Research also is needed in reforestation, timber growing, range management, wildlife habitat improvement, and recreation development.

During fiscal 1962, Congress appropriated $26.4 million for forest research—including forest and range management, protection, forest products and engineering, economics and marketing, and construction of research facilities. The budget request for this year is for $23.2 million, a reduction of $3.2 million. Eliminated almost entirely is construction of facilities at which this research is to be done.

This budget should be increased by $9.2 million—$3.2 million for construction of research facilities such as those at Missoula and Bozeman, and $6 million for research.

Like other research, that in forestry must be balanced, for the problems are interrelated, and they will not be solved by hit-or-miss research.

We are richly blessed with natural resources. But these resources must be conserved, developed, and managed. Conservation, orderly development, wise management, and highest possible uses of our resources rest on research. The increased cost of the additional research we support is insignificant when compared with the benefits which will flow from a rich and varied base of water, wood, forage, wildlife, and recreation. The increased cost of the additional research we support is insignificant when compared with the damage done by one major forest fire.

A year ago, the Forest Service testified before the Senate Appropriation Committee that that agency was working on a long list of road access projects, the Federal share of which would total in excess of $5 million.

During fiscal 1962, former Chief Forester McArdle told us recently in response to a question, "We now expect to complete acquisition or obligate funds for purchase of roads totaling just under $2 million.

"However, further study carried on in the meantime by the field organizations has added to the list of last year. Consequently, we are still working on a long list of road projects that totals about $6 million for the portion we believe is the Government's fair share. This total, of course, exceeds by $4 million the $2 million for this item in the fiscal 1963 budget.

"For the road projects that total $6 million, the volume of timber served by such roads would total 19.5 billion board feet. The annual estimated allowable cut of this volume is 248 million board feet, valued at $4 million. The stands involved are averaging some annual timber loss, estimated at over 60 million board feet, valued at $1 million. The total road mileage of the projects involved would be 1,054 miles. States involved are California, Idaho, Montana, Oregon, and Washington."

In other words, Mr. Chairman, investment next year of $6 million in timber access roads would pay for itself in a year and one-half and return $4 million to the Federal Treasury each year from now on. Failure to make this investment will cost us $1 million a year. We pay for these timber access roads whether we have them or not—we pay more for them if we do not have them than if we do.

LETTER TO SENATOR COOPER FROM THE FOREST SERVICE

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 15, 1962.

Hon. JOHN SHERMAN COOPER,
U.S. Senate, Washington, D.C.

DEAR SENATOR COOPER: Reference is made to the telephone request of March 9 from Mr. Bailey Guard of your staff for information concerning research on problems associated with strip mining for coal in the Appalachian coal region. Answers to his questions follow.

1. Studies now underway or in the immediate future, with our present level of staffing, pertain mainly to the stability and placement of material overlying coalbeds. One study will be to determine the amount of volume increase for differ-

ent overburden materials when they are moved. This is basic to plans for placement of disturbed material. Another study will be aimed at determining those factors that influence internal structural stability of spoils material.

2. The research program needed as we presently visualize it will include studies that may be grouped in six subject-matter categories: coal haul roads, earth movement and placement, soil mechanics, pyritic material identification, spoil bank chemistry, and hydrology.

Studies pertaining to coal haul roads will be aimed at development of improved guides for locating, constructing, and maintaining roads to prevent serious erosion, sedimentation, and impairment of water quality and streamflow.

Studies in the earth movement and placement category will be aimed at development and evaluation of procedures for excavating, placing, and storing over burden materials removed by strip mining in steep topography so as to minimize or prevent damage to water and other forest land resources.

Soil mechanics studies will be concerned with determining and evaluating the forces and factors involved that affect the physical weathering, detachment or dislodgment, transport and deposition of rock-soil mixtures that make up spoil banks.

Studies pertaining to pyritic material identification will be concerned with developing criteria, methods, and procedures for characterizing acid-forming materials in or adjacent to coal seams.

Spoil bank chemical studies will determine the nature of chemical reactions occurring in or near the surface of spoil banks, pits, highwalls, and dumps that affect stream pollution and postmining revegetation.

The hydrology studies will determine the effect of strip-mine operations of various designs upon quality, quantity, and timing of waterflow.

3. Being specific about the eventual size of the research project is difficult at the present time. We do think that a strong team of scientists with adequate laboratory and related facilities will be needed. The 10-year forestry research program supplied for the record at the request of the Senate Subcommittee on Appropriations (fiscal year 1963), includes a projected fiscal year 1972 level of financing of $200,000 for the project. In addition to this federally financed research effort, we confidently expect supplemental assistance from others. For example, pilot testing of improved procedures will probably be carried out on national forest lands in cooperation with coal operators, wherein our scientists will design the operation based upon results of our studies, and the operators will do the actual mining using their heavy equipment and skilled workers.

4. The coal industry does not have any organized, coordinated research aimed at this general problem. The National Coal Association has financed through the Mellon Institute some research on acid waters from deep mines. Certain companies have assisted in our studies of tree planting on strip-mined land.

5. Enclosed is a publication that brings together the results of a number of Forest Service studies pertaining to forestation of strip-mined lands in the Central States. This handbook tells what, where, and how to plant, but also shows that success in forestation of these areas is contingent to a major degree upon the physical and chemical condition of the spoils material. Additional studies are needed to determine how to carry out mining operations so as to insure the required characteristics of spoil banks for successful forestation.

6. As to sediment loan data from strip-mined watersheds, we can cite one example. Waterflow and sediment load were measured over a period of 20 months on two branches of Beaver Creek, which is tributary to the Cumberland River. The watershed of one branch had considerable strip-mine activity while the other was in undisturbed forest. The mean sediment concentration in the streamflow from the strip-mined watershed during the 20-month period was 45 times that from the undisturbed watershed.

We hope this material adequately answers Mr. Guard's request. If there should be other questions please feel free to call upon us.

Sincerely yours,

RICHARD E. MCARDLE, *Chief*.
By EDWARD C. CRAFTS.

LETTER FROM SENATOR CLARK RELATIVE TO STRIP-MINED LAND IN THE APPALACHIAN REGION

U.S. SENATE,
Washington, D.C., March 16, 1962.

HON. CARL HAYDEN,
Chairman, Committee on Interior and Insular Affairs, Subcommittee on Department of the Interior and Related Agencies, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In connection with the committee's deliberations on the 1963 appropriations bill for the Department of the Interior, I would like to record my support for the proposal recently made by Senator Cooper to add $200,000 to the budget for the Forest Service, for research on the restoration of strip-mined land in the Appalachian region.

In recent years, strip mining of coal has increased substantially in the high, forested watersheds of the Appalachian coalfield.

In Pennsylvania alone, more than 10,000 acres were strip mined in 1961.

Surface mining of this sort is, of course, a legitimate and proper way to harvest the coal resources and provide inexpensive fuel for normal heating needs. Many persons are gainfully employed in this manner.

At the same time, as everyone knows who has visited areas where strip mining is performed, these operations lay waste to the land, and all too frequently destroy our natural forest resources of timber, water, wildlife and recreation in the areas affected.

Several of the Appalachian coal States have passed laws to encourage the restoration of coal-stripped lands. In 1961, the Pennsylvania Legislature amended and strengthened a State law passed first in 1945 providing for the conservation and improvement of land affected in connection with open pit mining, by further regulating bituminous strip mining operations in connection with backfilling and overburdening strip mined areas and sloping of the high vertical wall left by such operations to prevent erosion.

To give you an idea of the growing scope of restoration efforts already being made in Pennsylvania, the State's departments of forests and waters, and mines and mineral industries report that in 1960, 9,531 acres which had been strip mined had been planted by strip-mine operators. In 1961, 11,596 acres were planted. The 1961 acreage is almost half of the entire number of acres replanted in the decade from 1945 to 1954.

I am glad to say that the Pennsylvania agencies I mentioned have had a modest research program underway in conjunction with Pennsylvania State University, and the State paid the $6,000 expenses of a U.S. Forest Service expert who participated last year in a program of testing fast-growing hybrid poplars in strip-mined areas. Another research program is underway to determine whether spring or fall planting is more effective. (State law places a premium on fall planting for the strip miners to recapture as early as possible the bonds they must post in order to conduct surface mining operations.)

But the Forest Service and cooperating State agencies would be the first to admit that more research is needed. There are 15 different types of spoil in Pennsylvania bituminous strip-mined areas alone. A huge number of species of trees should be tested in each instance to determine the best variety for a given spoil. The best possible screening to attract new industries and other new facilities into the affected areas requires much more research than has been done to date. All States with similar operations would benefit from added research.

The Forest Service has stated that it lacks facts on many other important aspects of the problem. For example, how can the operators locate, construct, and maintain haul roads to prevent erosion, contamination of streams, and damaging storm runoff? What are the engineering properties of the earth and shattered rock materials removed in mining, and how deep can such materials be placed so that they will not slide down steep slopes? Where do the acid materials that pollute streams originate, how are they released, and how can they be controlled? How much damage do mine acids and sediments actually do to streams and how far downstream do these damages occur?

Without this kind of information, sensible, practical ways of protecting and restoring forest resources in strip-mined watersheds will not be developed.

I urge action by the committee to add $200,000 to the Forest Service budget for research on the restoration of strip-mined land.

Sincerely,

JOSEPH S. CLARK.

TELEGRAM TO SENATOR HART FROM MICHIGAN STATE SENATORS MILLIKEN AND SCHWEIGERT RELATIVE TO THE JORDAN RIVER FISH HATCHERY

LANSING, MICH., *March 12, 1962.*

Senator PHILIP HART,
Senate Office Building, Washington, D.C.:

Hope that you will exert every possible effort to secure adequate appropriation for proposed Jordan River trout hatchery. As you know it would be substantial setback for Michigan's well-being if we fail to restock our Great Lakes after having brought lamprey eel under control.

State Senator WILLIAM MILLIKEN.
State Senator THOMAS F. SCHWEIGERT.

LETTER FROM SENATOR MOSS WITH A STATEMENT RELATIVE TO FUNDS FOR A FISHERY MANAGEMENT PROJECT AT SPRINGVILLE, UTAH

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
March 15, 1962.

HON. CARL HAYDEN,
Chairman, Interior Subcommittee of the Senate Appropriations Committee, U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: You will remember when I testified before the subcommittee several weeks ago, I mentioned that there might be additional matters which I would want to call to the attention of the subcommitee. I have since learned that no funds have been requested by the Fish and Wildlife Service for the fiscal year 1963 for the continuation of a fishery management project located at Springville, Utah, under the direction of the Bureau. This project is presently manned with an experienced fishery biologist, and several cooperative programs are underway.

The Bureau advises me that the project can be continued with an appropriation of $25,000 a year on a continuing basis. I am hopeful that the subcommittee will make these funds available. Enclosed is a statement which I would appreciate having entered into the record of the hearings.

With kindest regards.

Sincerely,

FRANK E. MOSS, *U.S. Senator.*

BUREAU OF SPORT FISHERIES AND WILDLIFE

EXTENSION AND TRAINING

STATEMENT CONCERNING A FISHERY MANAGEMENT PROJECT FOR UTAH—FUNDS REQUIRED: $25,000

A fishery management project in the State of Utah is needed for the following purposes:

(1) To provide technical assistance to the Indian reservations in that State, including the large and important Uintah-Ouray Reservation and the Goshute and Skull Valley Reservations. An excellent program in sport fishery management, including public fishing, has been initiated at the Uintah-Ouray Reservation; and continuing attention is needed to sustain it at a productive level.

(2) To provide assistance in the distribution of trout produced at the Springville National Fish Hatchery. This includes cooperative work with the Utah Fish and Game Department in determining fish-stocking requirements, planning fish distribution schedules, and evaluating results of the program.

(3) To provide technical assistance in sport fishery management to Federal areas in Utah, including Department of Defense installations, Veterans' Administration hospitals, and national wildlife refuges.

(4) To participate in fishery studies and to develop fishery management programs in the extensive Colorado River storage project. This includes a wide variety of activities, most of them carried out in cooperation with the State.

Fresh water is a highly important commodity in Utah, and every effort must be made to assure its fullest and best use in recreation, including sport fishing.

The funds indicated would provide the full-time services of two trained fishery biologists, pay their necessary expenses, including transportation costs, and enable purchase of equipment required for field operations. Principal headquarters for the project would be maintained at Springville, Utah, where a national fish hatchery is also located.

LETTER FROM SENATOR FONG PROPOSING ESTABLISHMENT OF A COOPERATIVE FISHERY RESEARCH UNIT AT THE UNIVERSITY OF HAWAII

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
March 19, 1962.

Hon. CARL HAYDEN,
Chairman, Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: I request that there be included in the Department of the Interior's budget for fiscal year 1963 the sum of $40,000 for the establishment of a cooperative fishery unit at the University of Hawaii.

The University of Hawaii is ideally situated to serve as a center for sport fishery research and training throughout the Pacific area. The islands are highly productive of sport fishes and are a very great attraction to visitors from all parts of the United States. Although the principal interest will center in the marine species, attention will also be given to fresh water varieties such as trout, bass, sunfishes, tilapia, and catfish. Training will be an important phase of the program. The university offers courses in fishery biology which will be supplemented by studies in techniques of fishery management designed to improve the yield of sport fishes. It is expected that the university will be increasingly attractive to graduate students in the sport fishery field. The economy of the State will be enhanced by such a program.

The amount of money requested will provide the salaries of two permanent employees, their transportation and travel expenses, and will enable the purchase of the necessary equipment, fishery gear, and rental of boats. It will also provide funds for graduate fellowships in the field of sport fishery research.

With kind regards and aloha.

Sincerely yours,

HIRAM L. FONG.

LETTER FROM JUSTICE N. B. JOHNSON, OKLAHOMA SUPREME COURT, RELATIVE TO APPROPRIATIONS FOR THE DIVISION OF INDIAN HEALTH

THE SUPREME COURT,
STATE OF OKLAHOMA,
March 9, 1962.

Hon. CARL HAYDEN,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR: As a representative of the Governor of Oklahoma on the Governors' Interstate Indian Council, I am requesting that you support the Division of Indian Health's 1963 fiscal year request for appropriations.

The appropriations are based on the latest information available which has been obtained by the Governors' Interstate Indian Council through its health committee. These appropriations are being supported by the 22 member States of the Governors' Inter-State Indian Council. As a member of the council, may I urge that the Congress provide a minimum program activities budget as follows:

1. Indian health activities, $57 million: These funds will be used for hospital health services, services for Indian patients through contractural arrangements with private hospitals, community field health services and program direction.

2. Construction $11 million: These funds will be used for the construction of new facilities staff housing and renovation of existing facilities. Out of the $11 million recommended for construction we urge you to support $6 million for sanitation facilities projects as authorized under Public Law 86–121.

We have been assured by the Public Health Service that they can adequately administer the above program during the 1963 fiscal year if the above appropriations are made.

Indian health is far below the standards of that of the non-Indian citizen, and we feel that health appropriations for Indians should be made which will be sufficient to meet this pressing need. For the most part the various States having Indian population are unable to adequately cope with the magnitude of the problems through municipal, county, or State resources.

The improvement of Indian health will be to the best interest of all the citizens with the States.

I would appreciate any support that you can give the Public Health Service request for the above appropriations.

Thanking you, I am

Sincerely,

N. B. JOHNSON.

ADDITIONAL STATEMENT OF DR. LIONEL WALFORD, DIRECTOR OF THE ATLANTIC MARINE GAME FISH RESEARCH CENTER, SANDY HOOK, N.J.

People from all over the United States fish for recreation and subsistence along the seacoast of every maritime State from Maine to Texas, from Alaska to California and Hawaii. They catch every kind of fish that will take a hook and line, the number of species being somewhere between 200 and 300.

During 1960 their total catch amounted to nearly 1½ billion pounds of fish which was nearly half of the total U.S. harvest of table fish from the sea. In addition, an unmeasured quantity of small fishes and invertebrate animals were taken as bait.

Impressive though these figures may be, they apply only to the year 1960. Judging from records which we have assembled at Sandy Hook, 800,000 more people are expected to engage in salt water angling in 1962 and 10 million more within the next 20 years.

The consequent increasing intensity of fishing in itself imposes such conservation problems as we have not experienced before. Even so, the effects of fishing are probably small compared with the damage to the innermost zone of the marine environment resulting from the rapid extension of cities along the coast with filling in of marshes for housing and industrial developments, pollution of the inshore waters, and other human activities. Because the innermost zone provides spawning grounds, nursery grounds, or feeding grounds for many if not most of the Atlantic coastal fish species, the biological effects of human activities in this precious edge of the sea can be devastating.

Thus we are dealing with a conservation problem of massive proportions and many different elements—many kinds of fishes distributed over great distances, millions of people taking tremendous quantities of fish, and a tangle of many diverse interests in the human uses of the shore environment.

Because the problem is large, complex, and continually changing in nature, it cannot be solved in a short time; nor can there be any final or simple solution. We can only begin to work at the problem now, hoping to produce results that will have practical application within the next few years, but always realizing that the fruits of our work may not mature until a generation or more hence.

Reduced to its simplest terms, the problem is this: How can we sustain the productiveness of the coastal fish resources in the face of all the growing pressures resulting from man's multifarious activities? We can conceive of a number of different courses of action to reach our goal, but it is unlikely that any single one can be sufficient.

The most obvious first possibility to consider is regulation of fishing. Regulations, however, can be worse than useless if based on *a priori* reasoning rather than on facts. They must be tailored to fit each species separately to produce the effects desired, for example according to whether people prefer a few large fish in their creels or many smaller sized ones.

Everyone who knows anything about the subject agrees that regulations of fishing (and all other courses of conservation action) must be based on knowledge. What do we need to know? One thing which is absolutely essential if we are to achieve our goal and which we lack now is continuous measures of the quantities, sizes, and species of fishes caught, and the amount of time spent fishing. Such information is available for a few coastal States, but incomplete, spasmodic, or totally lacking for most.

Statistics on the catches by commercial fishermen are excellent and probably highly accurate; but they alone cannot suffice as a basis of conservation action, since they tell us about only a fraction of the total take of table fishes. Although

on the average this fraction amounts to about one-half at present, it varies widely from one kind of fish to another; and of course it is changing progressively as the number of salt water anglers increases.

In order to collect meaningful statistics on salt water angling, there must be a staff of field biologists organized in mobile units and based at points distributed strategically along the coast. This is one activity which is absolutely essential to an effective national marine game fish program, but for which there is now no provision. The mobile units would be responsible for more than the collection of systematic catch statistics; they would also maintain records about the fishes—the times and circumstances of occurrences, sizes, states of maturity and condition of all the numerous species which anglers take.

Because we lack such information as I have described and do not have the means of acquiring it, we cannot determine the effects of natural phenomena such as last week's storm, nor can there be any satisfactory basis of measuring the results of conservation actions.

Meanwhile we lack something else which is even more important, and that is basic knowledge about the biology of most of our coastal fishes. It is not possible to devise intelligent programs of conservation of fish species without certain information about their life histories—their distribution, spawning seasons and habits, feeding habits, patterns of behavior, courses and times of migrations, enemies, diseases, parasites, and responses to oceanographic conditions. Under the marine game fish program we propose to gather such information systematically by organizing small teams of biologists to concentrate on fish species for studies limited on the average to about 3 years. Here we would devote ourselves only to filling in gaps of knowledge, and under no circumstances would duplicate work by other agencies, Federal or State. The mobile field units would provide much of the data which these teams would require for their studies.

I have been emphasizing the complexity of our problem. On the Atlantic coast we are favored by one simple fact. More than 95 percent of the Atlantic fishes taken by recreational fishermen are coastal dwellers. That is to say, they spend their entire lives closely associated with the Continental Shelf, the relatively narrow plateau bordering the land and extending from shore out to an edge where the depth drops from about 600 feet down to the abyss of the deep sea. The Atlantic coastal fishes do not ordinarily venture beyond the slope of the shelf, and they go out that far only for the winter season. As the water near shore warms in the spring, they come in toward shore to feed and reproduce. For many of them then, the most important zone is where the sea meets the land, which we call the inner zone of the marine environment. This zone, characterized by bays, inlets, protected inside waters, fertile marshes, and mud flats gives shelter and nourishment to the young of many of our most important species. Because of this zone, our Atlantic coastal fish resources are probably richer than those of any other comparable stretch of coast in the world. Without it they would rank among the poorest. And this is the zone which man is damaging progressively and can ruin. But it is also the only part of the sea where he can intercede for the improvement of fish life, where he can cultivate and enrich by appropriate modifications of habitat.

We propose therefore to assemble and collate all past records relating to the shore in order to reconstruct a historical record of what man has done to it. We propose also to take a physical and biological inventory around the entire coast to measure the area of the coastal wet lands and the biological productivity of the edge of the sea, indicating the areas which people have damaged for aquatic life or are expected to damage, and the areas where improvement projects to compensate for the damage could be undertaken.

What can be done to compensate for damage to the productiveness of the inner zone? I believe we will find the answer to that question in the laboratory. At Sandy Hook we have begun experimental programs to cultivate microscopic plants which are the basis of all food in the sea, minute animals of the plankton, which are the fodder of larger creatures, and young fishes. Our purpose here is to analyze the many elements of environment and measure how they affect the abundance and well-being of fish life.

The modest scale on which we have been able to start our experimental program is at best only preliminary to what can follow when we are able to put into operating condition some splendid large indoor tanks that are available to us at Sandy Hook and are adaptable to large scale experimental studies. There are six of these tanks (which were formerly used for storing submarine cables). Two of them are 60 feet by 40 feet; and four are 40 feet by 20 feet.

All are 10 feet deep. In them we could rear fishes through complete generations under controlled environmental conditions. These and other facilities of the Marine Game Fish Research Center would be available to visting scientists and graduate students wishing to conduct experimental work.

In planning the marine game fish research program, we look ahead to these ultimate practical applications: (1) cultivation in salt water ponds of certain species of fishes whose nursery grounds are endangered by human activities along the inner zone; (2) improvement of strains of fishes by selective breeding for rapid growth, disease resistance and other desired qualities; (3) carefully controlled introductions of species into areas that are poor in fish life; (4) improvement of shore wet lands to enlarge their fish nursery capacities; (5) reduction of undesired sea predators; and (6) development of planned programs for the regulation of fishing. These would be recommended to States through such organizations as the Atlantic and the Gulf States Fisheries Commissions.

LETTER FROM MR. WILLIAM H. SCHEICK, EXECUTIVE DIRECTOR, AMERICAN INSTITUTE OF ARCHITECTS

THE AMERICAN INSTITUTE OF ARCHITECTS,
Washington, D.C. March 22, 1962.

APPROPRIATIONS COMMITTEE OF THE SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building Washington, D.C.

GENTLEMEN: The American Institute of Architects has had a long and very active part in the preservation and the recording of buildings of historic interest, as well as those of architectural value. The Historic American Buildings Survey, commonly referred to as HABS, conducted by the National Park Service, was started as a joint venture of the American Institute of Architects, the National Park Service, and the Library of Congress, and has continued to operate under a tripartite agreement, just recently renewed.

The institute has a national committee on historic preservation, composed of members actively interested in this work distributed across the Nation. Most of the institute's 137 chapters have their own committees on historic preservation, and also a "preservation officer." These committee members, and particularly the preservation officers, work closely with the HABS and are responsible for a large part of the data sheets which constitute the HABS inventory of buildings.

In this age of the bulldozer and the swinging steel ball it has become more important than ever before that due regard be paid to the retention of old buildings, both those which may have national or regional historic significance, and those which are simply fine examples of the best architecture of their period. A civilization, a nation, a city, is known by the living monuments of its past, not by those which have vanished.

The recording of these buildings, by careful measurement, drafting, and photography, is often the first step toward their preservation. But whether preserved, altered, or destroyed, the buildings deserve to be recorded in the Library of Congress, where the documents are available for use and study by architects, historians, and students from all over the country and abroad.

In view of the fast-increasing rate of destruction of old buildings, especially in cities where urban renewal projects are underway, there is an urgent need for expanding the work of the HABS. It's "cut-off" date of 1860 must be brought forward 40 or 50 years, in order to include some of the vitally important pioneer buildings in the growth of modern architecture in the United States (from whence it spread to Europe); HABS should be in a position to extend its educational activities, with traveling exhibits going not only to museums but to schools and colleges everywhere; and the HABS summer work program for students of architecture, enabling them to work at first hand on measuring and drawing some of the finest old buildings in the country, should be extended.

The American Institute of Architects wishes to go on record with your committee as most strongly urging that the appropriation for carrying on the work of the HABS for the coming year be increased.

Respectfully yours,

WILLIAM H. SCHEICK, A.I.A.,
Executive Director.

ADDITIONAL STATEMENT BY SENATOR WALLACE F. BENNETT ON FISH AND WILDLIFE CONSERVATION IN UTAH

Mr. Chairman, I appreciate this opportunity to support six important fish and wildlife conservation measures in Utah.

FISH SPRINGS NATIONAL WILDLIFE REFUGE

In cooperation with wildlife leaders in Utah and with former Secretary of Interior Fred A. Seaton, I sponsored and worked for creation of the Fish Springs National Wildlife Refuge in northern Juab County, Utah. It was established on March 10, 1959, and consists of 17,992 acres. At my urging, President Eisenhower included $247,000 in his budget submitted in January of 1960 and $285,000 in his budget submitted in January 1961. This money has been used for fencing, roads, ponds, dikes, and several buildings necessary to carrying out the vital waterfowl conservation program there.

As a continuation of this effort, the present budget includes $366,000 to construct impoundment facilities that will complete the most important phase of water development on the refuge. Unless this work is done, there will be virtually no benefit from the investment already made on the project.

The Fish Springs refuge will create an ideal nesting area along the Pacific Flyway in this near-desert section of Utah. It will also provide much needed nesting habitat for the Great Basin goose. Some population segments of this large bird are now endangered.

In addition, the budget also includes $41,030 for operation and maintenance of the refuge and $5,000 for soil and moisture conservation work. These three items total $408,030, and I respectfully urge the committee to approve the full amount.

SPRINGVILLE FISH HATCHERY

As the chairman will recall, it was my privilege to appear before this subcommittee on three past occasions in support of a modernization and expansion program at the Springville, Utah, fish hatchery. I am deeply grateful that the committee responded to my request by appropriating $40,000 in 1955 to initiate this important effort. This was followed in 1956 by a $30,000 appropriation, and in 1957 by $30,100, and culminated in 1958 with $225,000 appropriation. With this money, a new pipeline was created from the spring, many raceways were added, and two houses for employees were built, along with a fish food and cold storage building, a new shop, concrete tanks, as well as new earthen and concrete ponds.

The committee can take pride, as I do, in the outstanding contribution which this hatchery has made in Utah and portions of the intermountain area. The budget includes $79,900 to operate and maintain the Springville hatchery, and I hope the committee will approve it.

COLORADO PROJECT TECHNICAL ASSISTANCE ON FISHERIES, SPRINGVILLE

At the present time, there is a biologist headquartered at the Springville, Utah, fish hatchery, who is conducting much needed research and giving technical assistance to developing fishery management studies in connection with the Colorado River storage project. This is a cooperative program with the Utah Fish and Game Commission to develop the sport fishing possibilities in connection with the project and to provide for technical assistance to the Skull Valley and Uintah-Ouray Indian Reservations.

Unfortunately, because of limited funds, the President's budget does not include money to continue this important activity. The Bureau of Sport Fisheries and Wildlife would be pleased to continue the program because of the constructive work which has been done and that which can be done. The Bureau estimates that $25,000 a year will be needed. This would permit the employment of two biologists, who, along with the other responsibilities I have noted, would also participate in a cooperative program to distribute trout to the area noted. It should be emphasized that this program is of importance not only to Utah but also to Arizona, Colorado, New Mexico, and Wyoming. I sincerely urge the committee to approve this $25,000 item.

COOPERATIVE FISHERY UNIT AT UTAH STATE UNIVERSITY

As the committee will recall, the act of September 2, 1960, authorized a program permitting the initiation of cooperative fishery units to train fishery workers at the graduate level as well as give opportunity for supervised employment to students and to conduct surveys of water on large Federal holdings. It was my privilege both to support the bill and to work with Bureau of Sport Fisheries and Utah State University officials in establishing the first such unit at USU. There is included in the budget $30,000 to continue the activities of this unit. Thus far it has been most successful, both in training students and in carrying out research projects. It enjoys the full cooperation not only of the Bureau and of Utah State University, but also the Utah State Fish and Game Department. They join me in requesting approval of the $30,000.

OURAY NATIONAL WILDLIFE REFUGE

With my full support, the Ouray National Wildlife Refuge was established on November 20, 1960, by former Secretary of the Interior Fred A. Seaton. With the total of $90,000 included in President Eisenhower's budget submitted to Congress in 1960 and 1961 and wisely approved by this committee, 1,334 acres have been purchased in connection with the Ouray refuge. In addition, 2,222 acres are under lease. The Bureau hopes to acquire an additional 6,162 acres in the future. In supporting establishment of the refuge, I worked actively to fully protect the rights of the private landowners in the area, some of whom expressed concern.

As soon as sufficient acreage is acquired to establish a suitable operating unit, development funds will be requested by the Bureau. This year the budget includes $55,225 to operate and maintain the refuge, and the full amount should be appropriated.

BEAR RIVER NATIONAL WILDLIFE REFUGE

As the chairman will recall, I appeared before the committee earlier in support of $115,000 to reconstruct the 14-mile access road to the Bear River National Wildlife Refuge from Brigham City, Utah. Today I wish to give my full support to the $87,775 needed to operate and maintain this vital 65,000-acre refuge and the $2,000 items for soil and moisture conservation activity there.

Thank you for giving me this opportunity.

LETTER AND STATEMENT FROM SENATOR ROBERTSON

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
March 22, 1962.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Department of the Interior and Related Agencies, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing to express the hope that your subcommittee will restore the budget item of $172,500 for the reconstruction of the courthouse building, village area, of the Appomattox National Monument.

I enclose a memorandum on the need for the reconstruction work in question together with a reproduction of a picture of Union and Confederate troops taken in front of the old courthouse on the day of the surrender in April 1865.

With kind regards, I am

Sincerely yours,

A. WILLIS ROBERTSON.

APPOMATTOX COURT HOUSE—CERTAIN INFORMATION CONCERNING NEED FOR RECONSTRUCTION WORK

The old village of Appomattox Court House existed at the time of the Civil War because the "courthouse" was built there in 1846. As the political and business center of Appomattox County, it was natural that shops, taverns, homes, and a jail should become a part of this development. This was the scene in the McLean House, located across the lawn from the courthouse, where the surrender of the southern troops took place on April 9, 1865. From that date and this significant event, the name "Appomattox Court House" was in-

delibly written on the pages of history. The courthouse was the largest building in the vicinity and the village's most prominent landmark. It was the reason for the existence of the village. It would be impossible to restore the village of Appomattox Court House to anything resembling its appearance at the close of the Civil War without reconstructing the old courthouse building. Visually, the restored courthouse would complete the setting provided for this small country village at the time of the surrender as shown in virtually every wartime sketch made in the area.

The 1963 budget requests $172,500 for the reconstruction of the courthouse building, village area. This envisions functional use of the building as well as completing the historic scene. In 1961, there were 156,400 visitors to Appomattox Court House National Historical Park and travel is expected to exceed 200,000 by the centennial year (1965). At present, the area is without an adequate visitor center or place where groups may be assembled under shelter for orientation and interpretive talks in inclement weather. The reconstructed courthouse would provide an auditorium for this urgent and growing visitor service need; space for administrative offices, modern comfort stations, etc., while the exterior and presence of the structure on its original site in the village setting will enhance and complete the historic scene. The rapid increase in visitation to the Appomattox Park, combined with the approach of its centennial on April 9, 1965, makes it essential that the situation be faced realistically and that this needed visitor service facility be provided in the 1963 program.

To consider the elimination of the project to restore the old courthouse building from the now nearly restored historic scene of the closing chapter of the Civil War, would, in effect, be comparable to the construction of a very fine theater complete with seats and audiovisual mechanical equipment but failing to provide electrical current and a projection screen.

AGENCY REQUESTS FOR AMENDMENTS TO HOUSE BILL

DEPARTMENT OF THE INTERIOR

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 26, 1962.

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: Referring to your letter of March 20, 1962, there are submitted proposed adjustments in the Department of the Interior and related agencies appropriation bill for 1963 presented in the form of amendments with an explanatory statement covering each change recommended. The amendments refer to page and line numbers of the bill as reported by the House Committee on Appropriations.

We appreciate the opportunity to present to the committee, recommendations for changes in the bill, which we consider essential to our operations. It is our desire to cooperate in every way in the consideration of these amendments.

Sincerely yours,

STEWART UDALL,
Secretary of the Interior.

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

(House hearings, pp. 58–91)
(Senate hearings, pp. 31–50)

Appropriation, 1962	$33,750,000
Estimate	41,552,000
House allowance	39,375,000
Restoration requested	2,177,000

(P. 2, line 9)

Amendment requested:

Page 2, line 9, strike out "$39,375,000" and insert in lieu thereof "$41,552,000" the estimate, or an increase of $2,177,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $39,375,000, a decrease of $2,177,000 in the budget estimate and an increase of $5,625,000 in the current year's appropriation * * *."

"* * * The reduction of $100,000 in 'General administration,' is due to the nonrecurring item provided for the current year for purchase of accounting equipment. The committee reductions reflect a disallowance of 223 of the 498 additional permanent positions requested in the estimates."

JUSTIFICATION

The amendment restores the reduction of $2,177,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Lease and disposal of land and mineral resources	$9,101,000	$10,835,000	$10,200,000	$635,000
2. Management of grazing lands	4,044,000	5,600,000	5,300,000	300,000
3. Forestry	7,181,000	8,800,000	8,300,000	500,000
4. Cadastral surveys	3,732,000	4,490,000	4,225,000	265,000
5. Soil and moisture conservation	6,429,000	8,525,000	8,525,000	
6. Fire suppression	400,000	400,000	400,000	
7. Maintenance of physical facilities	178,000	178,000	178,000	
8. Maintenance of access roads	25,000	25,000	25,000	
9. Weed control	909,000	909,000	909,000	
10. General administration	1,751,000	1,790,000	1,690,000	100,000
Committee reduction in travel, supplies and materials, and equipment			−377,000	377,000
Total	33,750,000	41,552,000	39,375,000	2,177,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$1,070,000
12	Personnel benefits	75,000
21	Travel and transportation of persons	118,000
22	Transportation of things	10,000
23	Rent, communications, and utilities	70,000
24	Printing and reproduction	4,000
25	Other services	571,000
26	Supplies and materials	164,000
31	Equipment	95,000
	Total	2,177,000

Committee reduction in travel, supplies and materials, and equipment.—The amendment restores $377,000, the total amount of the reduction made by the House in travel, supplies and materials, and equipment. Increases portrayed in the estimates for 1963 for these various object classes are in direct support of expanding programs of field work, especially programs of range management and rehabilitation, forest management and reforestation, cadastral surveys, and lands and minerals field examination work. The reduction in travel funds will be disruptive to the performance of field work as the preponderance of these funds is used for the per diem and local travel required in on-the-ground assignments. In this Bureau the term "travel" denotes not the usual conception of travel by supervisory personnel but largely the cost of maintaining field crews away from headquarters. This is true especially of cadastral survey, soil and moisture, and forestry crews. By doing this, it is possible to secure a full day's work in the field rather than have personnel spend several hours traveling back and forth with the consequent detriment in work performed.

Reductions in supplies and materials and equipment will defer selected projects in resource development and rehabilitation programs. Thus the committee reduction will adversely affect such programs as soil and moisture conservation and weed control for which the House has allowed in full the amounts budgeted on a program basis. Denial of these funds would affect the programs of the Bureau as indicated below:

Lease and disposal of lands and mineral resources	$50,000
Management of grazing lands	46,000
Forestry	93,000
Cadastral surveys	62,000
Soil and moisture conservation	115,000
Weed control	11,000
Total	377,000

1. *Lease and disposal of land and mineral resources.*—The program reduction of $635,000 in the lands and minerals activity would adversely affect the estab-

lished timetable for placing and maintaining this activity on a sound businesslike basis. Completion of the inventory of the public lands—initial analysis as called for by the President—would be delayed as would the subsequent detailed analysis so necessary to the development of positive long range management programs, including tenure adjustments. Both of these programs are considered essential in maintaining the gains achieved during the 18 month moratorium on nonmineral applications which is scheduled to end in September. At the end of February 1962, land office backlogs had been reduced 50 percent and several offices were in a current status. Field examination and classification backlogs had been reduced nearly 60 percent. Without full allowance of funds for the conduct of this activity these gains could be reversed once the moratorium is over and the Bureau again would be faced with mounting backlogs of applications.

The lease and sale of lands to State and local governmental bodies and nonprofit organizations would be seriously hampered. The increased trespass control program would be postponed indefinitely, prolonging and intensifying the major management problems involved.

Restoration of the full amount of the reduction is requested.

2. *Management of grazing lands.*—The House reduction of $300,000 in this activity would affect the core of this program—basic studies, management practices, and apportionment of grazing privileges. This reduction would necessitate extending the completion of needed resource inventories, dependent ranch property surveys, and adjudication of grazing privileges beyond the announced completion date of July 1, 1967. Improved trespass control also would be deferred.

Fire presuppression would be reduced and such action counteracts the efforts of the Bureau to reduce suppression costs of individual fires by investing in capability to take prompt and effective initial action on public land fires with consequent savings in resources.

Restoration of the full amount of the House reduction is requested.

3. *Forestry.*—The House reduction of $500,000 would seriously hamper the planned forestry program for fiscal year 1963. Sales offerings on the O. & C. grant lands and public domain lands would be reduced substantially resulting in a loss of revenue of approximately $2.6 million. From an economic standpoint, industry would lose an estimated 1,040 man-years of labor and the loss to the Nation because of end product and conversion values would approximate $51.3 million. Trespass work would be below the needed level and the proposed 1967 target for complete reduction of backlog cases could not be met.

The House cut would substantially reduce the Alaska protection program. There are 225 million acres of public domain land in Alaska requiring wildfire protection. Of these, only 130 million acres are receiving adequate protection. The Bureau will continue to exert positive protection on areas of high value; however, the remaining 95 million acres include the nesting ground of migratory waterfowl and the range of the caribou. Wildfires in this area are the main reason for diminishing caribou herds and waterfowl hatches.

Restoration of the full amount of the House reduction is requested.

4. *Cadastral surveys.*—The reduction of $265,000 would materially affect the survey program in the State of Alaska. These funds were to be used for 441,000 acres of State selection surveys, necessitated by the Alaska Statehood Act. In order to survey the 103,350,000 acres to which Alaska is entitled during the 25-year period established by the enabling act of July 7, 1958, it will be necessary to survey slightly over 4 million acres per year. Orderly acceleration to this annual rate of survey accomplishment would be deferred by the House reduction.

It is requested that the full amount of the reduction be restored.

10. *General administration.*—The House reduction in this activity in the amount of $100,000 is related by the committee to the purchase during the current year of accounting equipment for a like amount. The budget estimates in proposing an increase of $49,250 in this activity anticipated continued availability in the budget year of the amount related to equipment purchase. The Bureau is purchasing new equipment for two major reasons: (1) The existing accounting machines are obsolete and worn out, necessitating replacement; (2) the new equipment will have the capacity to assist in the implementation of cost accounting on July 1, 1962. Thus the equipment when installed will provide cost data by punchcards and other related needs of the cost accounting system. With the initiation of cost accounting in the budget year, the punchcard output from these machines must be processed and the other requirements of management to conduct cost accounting must be met. It is estimated that processing

costs alone will require approximately $30,000 a year in addition to the costs of preparing the detailed data. Thus the Bureau has contemplated continued availability of these funds in order to implement the cost accounting system for which the machines are being procured.

In addition, program increases in the other activities of the Bureau are substantial in fiscal year 1963. These increases place strenuous demands on Bureau administration through the sheer increased volume of procurement actions, accounting transactions, and personnel processing, recruiting, and training needs that are involved. Thus direct administrative support of expanded resource programs is the prime consideration in the proposed estimate of the modest amount over the total amount available for this activity in 1962.

In the consideration of the 1962 estimates for this activity, only the purchase of the new accounting equipment was allowed, while funds for administrative support of the Bureau's programs remained the same. The cumulative effect of expanding resource management programs in both fiscal year 1962 and fiscal year 1963 upon a stable level of administrative support will inevitably cause delays in the processing of documents and other administrative actions essential to the accomplishment of the conservation advances authorized by increased funds for those purposes. The House action places this activity in a critical position which will result in a reduction in the provision of essential cost data to management.

Full restoration is requested.

Committee reduction in permanent positions.—The reduction of 223 permanent positions from the 498 requested will seriously impede the proper performance of the Bureau's programs. While some reduction in permanent positions would be in order in those activities in which reduction of program funds have been made by the House, many of the Bureau's programs are conducted by force account in which one permanent position may supervise and professionally guide the work of a number of temporary and lesser skilled employees. In these areas reductions in permanent poistions appropriately should be modest in proportion to reduction in funds. The House reduction in requested additional permanent positions is 45 percent while the total reduction in increased funds is 27 percent. The reductions in programed funds would affect only 154 permanent positions. The balance of 69 positions would directly affect the capacity of the Bureau to organize and direct the expanded programs for which funds are provided by the House. The reductions in permanent positions by activity as a result of action by the House committee and of which full restoration is requested are as follows:

Lease and disposal of lands and minerals resources	94
Management of grazing lands	20
Forestry	70
Cadastral surveys	13
Soil and moisture conservation	6
Weed control	1
General administration	19
Total	223

BUREAU OF INDIAN AFFAIRS

EDUCATION AND WELFARE SERVICES

(House hearings, pp. 330–358)
(Senate hearings, pp. 70–85)

Appropriation 1962	$71,750,000
Estimate	82,827,000
House allowance	81,000,000
Restoration requested	1,827,000

(P. 5, line 12)

Amendment requested:

Page 5, line 12 strike out "$81,000,000" and insert in lieu thereof "$82,827,000", an increase of $1,827,000 in the appropriation.

HOUSE REPORT

"The Committee recommends $81,000,000, an increase of $9,250,000 in the 1962 appropriation and a decrease of $1,827,000 in the budget request. * * *

"* * * Due to delay anticipated in the construction of new school facilities and with appropriate economies in operations, the committee believes the reduction of $600,000 and 100 positions can readily be effected in the activity 'Expenses of educating Indian children in Federal facilities.'

"In allowing the increase of only $321,000 and 47 positions for the activity 'Maintaining law and order,' the committee feels that the Indian tribes should be encouraged to maintain this responsibility to the greatest extent possible."

JUSTIFICATION

This amendment restores the reduction of $1,827,000 made by the House in the budget estimate. This amount is distributed to activities as follows.

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Educational assistance, facilities and services	$58,610,000	$68,369,000	$67,769,000	$600,000
2. Welfare and guidance services	8,391,000	9,348,000	9,348,000	
3. Relocation services	3,100,000	2,815,000	2,815,000	
4. Maintaining law and order	1,649,000	2,295,000	1,970,000	325,000
Committee reduction in travel, supplies, and materials and equipment			−902,000	902,000
Total	71,750,000	82,827,000	81,000,000	1,827,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$667,900
12	Personnel benefits	52,985
21	Travel and transportation of persons	545,615
26	Supplies and materials	425,500
31	Equipment	135,000
	Total	1,827,000

(*a*) *Educational assistance, facilities and services.*—The House reduced this activity on the basis of some delay in the construction of new schools and that the Bureau could effect further economies in operations. In order to have teachers available for the operation of its schools the Bureau must compete with all of the other school systems in the country in recruiting teachers. Practically all school systems recruit teachers by contract on a school year basis. This means that soon after graduation in June the new teachers begin entering into contracts for the next school year. This is also true of teachers who complete their contract with one school system at the close of the school year and begin negotiating with a different school system for the next school year. So, even if a Bureau school is only operated for half of a school year, it is still necessary to recruit the teachers as soon after the start of the fiscal year as possible and have them fully orientated and ready to begin teaching as soon as the facilities are available.

Many of the children in Alaska and on the Navajo Reservation will be introduced to the English language for the first time when they enter a Bureau school. Therefore any additional time that can possibly be devoted to the orientation and training of teachers, who will be teaching this type of student for the first time, can be used to great advantage.

The reduction of 100 positions under this activity will handicap the Bureau in its efforts to recruit teachers.

(*b*) *Maintaining law ond order.*—A reduction of $325,000 was made in the request for this activity and the report stated that "the committee feels that the Indian tribes should be encouraged to maintain this responsibility to the greatest extent possible." The Bureau has been following the policy expressed by the committee in connection with its law-and-order programs. However, the increase requested for fiscal year 1963 is needed primarily to either establish law-and-order programs on certain reservations in western Washington where there is currently no law-and-order program at all or to take over either completely or partially law-and-order programs from tribes who are financially or

otherwise unable to carry out an effective law-and-order program for the protection of life and property.

The reduction of 47 positions under this activity will mean that the Bureau will be unable to expand the prevention part of its law-and-order program by employment of probation and parole officers. Experience has shown that many of those who violate the law are repeaters and that, after a first or subsequent offense, if a counseling and guidance service in the form of a probation and parole service is provided, many of these persons will not become repeat offenders. This service would materially reduce the daily workloads of the Indian courts and relieve in a large measure the overcrowding in the reservation jails.

It will mean that the work of the Indian courts will not be made more effective and expeditious because necessary clerical help cannot be furnished. Criticism leveled at the Bureau and the Department during hearings before a constitutional rights subcommittee in 1961 dealt with the Bureau's failure to provide adequate clerical assistance, especially when departmental regulations provide for such assistance.

It will mean that the Bureau will be unable to remove Indian judges from the sphere of tribal and local political influence by making them Bureau employees. When judges are employed by tribes, the common criticism is that they are beholden to tribal councils or particular individuals and are unable to administer justice fairly or equitably. This area of Indian law and order provides perhaps the most used vehicle for critics of the Bureau and the Department as well as the Indian people themselves. The Secretary's Task Force on Indian Affairs heard many complaints of this nature. Many criticisms of this nature were made before the Subcommittee on Constitutional Rights last year during its hearings in Washington, D.C., on the Indian law-and-order system, as well as during its field hearings.

It will mean that the Bureau will be unable to take over from tribes financially unable to carry the burden the financial responsibility for reservation law enforcement. These tribes include the Oglala Sioux, the Hopi Tribe, the Gila River Pima-Maricopa Tribe, the Salt River Pima-Maricopa Tribe, and the Papago Tribe. These tribes have indicated their inability to carry on. If they can not, law enforcement and protection will be reduced by the extent of their inability. Even if they can continue, the problem is presented of divided responsibility, part of it with the Bureau and part of it with the tribe. This has never proven satisfactory as divided responsibility in this field leads to inefficient operations which are costly but not effective.

(*c*) *Committee reduction in travel, supplies and materials, and equipment.*—A general reduction of $902,000 was made by the House in travel, supplies and materials, and equipment. The travel funds requested by the Bureau under this appropriation item not only covers the cost of travel of Bureau employees who must travel great distances because of the tremendous territory covered by Bureau installations but also the travel of many Indian people. Under the education program students are transported to off-reservation schools. The major portion of these students are transported from Alaska to schools in the continental United States for additional schooling after they have completed their elementary education. The Bureau also transports Navajo students from their homes to boarding schools for elementary schooling and to off-reservation high schools when they have completed their elementary education.

Under this appropriation item, the Bureau pays for the travel of individual Indians and their families who are participating in the adult vocational training and relocation programs.

An extremely large percentage of the supplies, materials, and equipment purchased under this appropriation item are used in the operation of Bureau schools. Some of the items purchased are food, fuel for heating and cooking, bedclothing and cleaning articles for dormitories, text and library books, audiovisual aids, soundscribers and language master machines to help children hear and practice English, school buses, and numerous other items.

Even though the reduction proposed is a general reduction in travel, supplies and materials, and equipment it has a very definite direct effect on the programs financed under this appropriation item of which the education program is by far the largest.

BUREAU OF INDIAN AFFAIRS

RESOURCES MANAGEMENT

(House hearings, pp. 358–384)
(Senate hearings, pp. 109–125)

Appropriation, 1962	$29,075,000
Estimate	34,417,000
House allowance	34,300,000
Restoration requested	377,000

(P. 5, line 21)

Amendment requested:

Page 5, line 21, strike out "$34,300,000," and insert in lieu thereof "$34,677,000," an increase of $377,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $34,300,000, an increase of $5,225,000 in the 1962 appropriation and a decrease of $117,000 in the budget estimate. * * *"

JUSTIFICATION

This amendment restores the reduction of $377,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Forest and rangelands	$3,511,600	$4,300,000	$4,300,000	
2. Fire suppression	140,000	140,000	140,000	
3. Agricultural and industrial assistance	2,912,189	5,395,000	5,395,000	
4. Soil and moisture conservation	5,175,200	5,352,000	5,612,000	
5. Maintenance of roads	2,849,500	2,850,000	2,850,000	
6. Development of Indian arts and crafts	202,200	300,000	300,000	
7. Management of Indian trust property	4,649,111	5,268,000	5,268,000	
8. Repair and maintenance of buildings and utilities	8,547,400	9,562,000	9,562,000	
9. Operation, repair and maintenance of Indian irrigation systems	1,087,800	1,250,000	1,250,000	
Committee reduction in travel, supplies and materials, and equipment			−377,000	$377,000
Total	29,075,000	34,417,000	34,300,000	377,000

A breakdown of the restoration requested by objects of expenditure follows:

21	Travel and transportation of persons	$60,000
26	Supplies and materials	254,000
31	Equipment	63,000
	Total	377,000

Committee reduction in travel, supplies and materials, and equipment

Restoration of the reduction of $377,000 in the budget estimate is requested, or an appropriation of $34,677,000. This is an increase of $260,000 over the budget estimate as a result of the addition of $260,000 by the House for soil and moisture conservation.

The requested increase of $180,221 for travel and transportation of persons under this appropriation item is rather modest when the following factors are considered. The great distances that must be covered, the necessity of technical employees under this appropriation to visit the individual Indian homes, reservations, forests, farms, irrigation projects, and other installations if the Secretary is to be able to carry out his trust responsibility in the management, protection, and economic development of the natural resources of the Indian people.

The need for equipment under this appropriation item is very great. Firefighting and road maintenance equipment must be replaced when it becomes obsolete. This equipment has to be replaced not only to do the job but also for the safety of the individuals who must operate it, often times in emergencies.

Since this is a management of resources program, supplies and materials such as the necessary gasoline, oil, tires, and other parts for the operation of the above-mentioned equipment, seed and fertilizer for reseeding range lands, saplings and other supplies and materials used in reforestation, the many items of supplies and materials used in the operation of a roads maintenance program, and numerous items such as paint, putty, glass, lumber, etc., used in the repair and maintenance of buildings and utilities are extremely important.

BUREAU OF INDIAN AFFAIRS

CONSTRUCTION

(House hearings, pp. 384–437)
(Senate hearings, pp. 131–135)

Appropriation 1962	$39,561,000
Estimate	54,765,000
House allowance	52,000,000
Restoration requested	3,550,000

(P. 6, line 6)

Amendment requested:

Page 6, line 6, strike out "$52,000,000" and insert in lieu thereof "$55,550,000", an increase of $3,550,000 in the appropriation.

HOUSE REPORT

"The committee has allowed $52,000,000 for construction of Indian schools, dormitories, quarters, utilities, and other buildings and irrigation systems, an increase of $12,439,000 in the 1962 appropriation and a decrease of $2,765,000 in the budget request. It is estimated that with the present backlog and the projected increase in school population for 1963 that there will be a total of over 7,500 additional Indian pupils requiring seats by September 1963. The amount allowed will provide school facilities for about 4,000 additional students leaving an estimated out-of-school backlog of about 3,500 to be provided for in subsequent years. The appropriation will also provide for replacement of about 3,600 seats in some of the most hazardous, unsafe, and substandard buildings in the existing Bureau school plants. The amount provided includes $785,000 for construction of the Laguna Consolidated School in New Mexico. Considering the unobligated balance of over $21 million under this item as of Feb. 1, 1962, it is believed that the reduction recommended of $2,765,000 or 5 percent, will readily be absorbed through slippage in the 1963 construction program. The committee expects that the Bureau will continue to utilize standard plans and specifications and that every effort will be made to hold down construction costs."

JUSTIFICATION

The amendment restores the reduction of $2,765,000 made by the House in the budget estimate and adds $785,000 above the budget estimate for construction of the Laguna Consolidated School in New Mexico, which was added to the 1963 construction program by the House without additional funds. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Buildings and utilities	$35,861,000	$50,483,000	$47,718,000	$3,550,000
2. Irrigation systems	3,700,000	4,282,000	4,282,000	
Total	39,561,000	54,765,000	52,000,000	3,550,000

A breakdown of the restoration request by objects of expenditure follows:

32	Lands and structures	$3,550,000

The restoration of $3,550,000 would enable the Bureau to provide for some essential safety and sanitary projects as well as replace 1,140 classroom seats that are presently housed in buildings that are serious safety hazards to the occupants. The Bureau can prepare the necessary drawings and contracts for the entire program as originally submitted to the Congress for fiscal year 1963. The restoration would also provide for more adequate alterations and improvement program.

The restoration of the $3,550,000 will enable the Bureau to correct the following unsafe, unsanitary, or substandard facilities or utilities at the following locations:

New construction:	
Oraibi School multipurpose room	$180,000
Owyhee jail	157,000
Northern Cheyenne jail	163,000
Busby fire station	24,000
Wingate water improvements	125,000
Borrego Pass water improvements	25,000
Cove School water	105,000
Salt River water and sewer	75,000
Uintah and Ouray water storage	42,000
Colville Agency sewage lagoons	76,000
Mescalero water and sewer	250,000
Phoenix classroom building	922,000
Wahpeton dormitories	739,000
Chilocco shop building	218,000
Riverside School and dining hall	367,000
Subtotal	3,468,000
Major alterations and improvements	82,000
Total	3,550,000

Out of a total availability of $36,274,304 for buildings and utilities for fiscal year 1962, the Bureau has been able to obligate $18,853,215 through February 28, 1962. This is an extremely good record considering the fact that large amounts of time must be consumed during the first part of the fiscal year in the preparing of plans and advertising for bids on contracts. Based on the record through February 28, 1962, and the schedule for spring bid openings, it appears that the Bureau will obligate all of the funds available for the construction of buildings and utilities during fiscal year 1962.

BUREAU OF INDIAN AFFAIRS

Road Construction (Liquidation of Contract Authorization)

(House hearings, pp. 438–447, 454)

(Senate hearings, pp. 140–145)

Appropriation 1962	$16,000,000
Estimate	17,000,000
House allowance	16,000,000
Restoration requested	1,000,000

(P. 6, line 21)

Amendment requested:

Page 6, line 21, strike out "$16,000,000" and insert in lieu thereof "$17,000,000", an increase of $1,000,000 in the appropriation.

HOUSE REPORT

"The committee recommends $16,000,000, the same as the 1962 appropriation and a decrease of $1,000,000 in the budget request, to liquidate in fiscal year 1963 the obligations incurred under the contract authorization for Federal-

aid highway roads and the Navajo-Hopi roads. Because of slippage in this program during the current fiscal year, the amount provided will meet adequately cash requirements during the next fiscal year. As of February 1, 1962, the Bureau had obligated only $6,070,000 of the $17,518,000 available during the current year, and had an unexpended balance of $8,365,000."

JUSTIFICATION

The amendment restores the reduction of $1 million made by the House in the budget estimate for this appropriation. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Federal-aid highway roads	$11,000,000	$12,000,000	$11,000,000	$1,000,000
2. Navajo-Hopi roads	5,000,000	5,000,000	5,000,000	
Total	16,000,000	17,000,000	16,000,000	1,000,000

A breakdown of the restoration requested by object of expenditure follows:

32 Lands and structures $1,000,000

The restoration of the $1 million will allow for the full utilization of the contract authorization based on (1) acceleration of expenditures, (2) bid openings which should increase the obligations requiring liquidating funds, and (3) by using the force account method for the construction of many projects.

The expenditures through February of the current fiscal year are already $13,758,177 as compared to $13,481,479 for all of fiscal year 1961.

Schedule of bid openings during the winter months of November through March amounted to only $1,652,000 in fiscal year 1961 in comparison with $8,597,000 in fiscal year 1962.

To provide more employment for Indians, the Bureau will soon be constructing many projects by the force account method. This will require additional cash for tooling-up, payrolls, and for construction supplies and materials.

It was for this reason that it was estimated that $17 million will be required as a safe margin for payment of all bills as they become due before the end of the 1963 fiscal year.

BUREAU OF INDIAN AFFAIRS

General Administrative Expenses

(House hearings, pp. 454–458)
(Senate hearings, pp. 153–156)

Appropriations 1962	$3,967,000
Estimate	4,372,000
House allowance	4,000,000
Restoration requested	372,000

(P. 6, line 25)

Amendment requested:

Page 6, line 25, strike out "$4,000,000" and insert in lieu thereof "$4,372,000," an increase of $372,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $4,000,000, an increase of $33,000 in the 1962 appropriation and a decrease of $372,000 in the budget estimate. On an available funds basis, the amount allowed is an increase of $78,172 due to transfers in the estimates of $45,172 to the General Services Administration. The amount allowed includes $25,000 for boards of U.S. civil service examiners and $53,172 for the employee training program. The committee has also disallowed $100,000 of the proposed increase of $371,500 in the

amount budgeted for transfer from program funds for administrative expenses. The transfer allowed of $2,900,000 together with the direct appropriation of $4 million, should be adequate for these requirements during fiscal year 1963. The amount allowed reflects a reduction of 50 permanent positions from the budget request."

JUSTIFICATION

This amendment restores the reduction of $372,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Departmental office	$1,082,000	$1,202,000	$1,135,172	$66,828
2. Field offices	2,885,000	3,170,000	2,864,828	305,172
Total	3,967,000	4,372,000	4,000,000	372,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$157,833
12	Personnel benefits	12,766
21	Travel and transportation of persons	94,340
22	Transportation of things	3,578
23	Rent, communications, and utilities	22,000
24	Printing and reproduction	2,000
25	Other services	5,000
26	Supplies and materials	56,537
31	Equipment	17,946
	Total	372,000

The restoration of $372,000 will allow $46,828 additional for the executive training program, $160,172 for operating and travel expenses including increased travel cost authorized by Public Law 87–139, and $165,000 for increased cost of operations at the agency level.

The administrative staff at some of the agencies is as follows: Superintendent, administrative officer, property clerk, and clerk-stenographer. This staff is inadequate as the superintendent must spend a good part of his time with administrative details. The addition of one clerk at some of these agencies will allow the superintendent to spend more of his time in seeing that the programs for which he is responsible are carried out and also to spend more time working with tribal groups.

The reduction of 50 positions made by the House eliminates 32 positions financed by general administrative expenses and 18 by program funds. The 32 positions eliminated from this appropriation includes 23 general clerks, 6 property and supply assistants, and 3 executive training positions.

The restoration will allow for the filling of these 32 important positions. The employment of general and property clerks at the agency offices will materially improve the handling of administrative functions which have increased in relation to expanded program activities in education and welfare, resources management and construction. These clerks will supply the necessary clerical assistance in the receipt, distribution, and accounting for property and supplies, and to assist in the billing and collection of revenues accruing from program operations.

The Bureau has not received any increase under this appropriation item for increased cost of operations for the past 10 years. Consequently, the increased cost of heat, light, supplies and materials, equipment, and travel under Public Law 87–139 has had to be absorbed. Each time there is any increase in one of these items that must be absorbed, other items under the program must be reduced and thereby render the programs and services less effective.

The restoration of $46,828 requested for the executive training program will allow the Bureau to operate this program at the level proposed in the budget. The budget estimate of $100,000 contemplated the financing of six training positions under this program. The House allowed $53,172 or sufficient funds to fully finance the salary and expenses of three of these positions.

Under this program the Bureau proposes to train outstanding employees with potential for further development as Bureau administrators and managers.

The training given these individuals will be designed to prepare them to fill vacancies in the executive ranks as they develop. At the present time when an executive position is vacated at one of the agencies, area offices, or in the central office because of death, retirement, or for other reasons the Bureau does not always have and individual available with sufficient experience and training to immediately step into this position and keep operations running smoothly. Considering the size and complexity of the Bureau of Indian Affairs, it is felt that six training positions will enable the Bureau to train individuals in various fields and make this a more efficient and effective program.

BUREAU OF INDIAN AFFAIRS

ADMINISTRATIVE PROVISIONS

(House hearings, none)
(Senate hearings, none)
(p. 7, lines 4 and 5)

Amendments requested:

(1) Page 7, lines 4 and 5, strike out the following: "two hundred and twenty" and insert in lieu thereof the following: "two hundred and forty-six."

(2) Page 7, line 5, strike out the following: "fifty" and insert in lieu thereof the following: "seventy-one."

HOUSE REPORT

The House report made no statement concerning this item.

JUSTIFICATION

The amendments will provide authority to raise the limitation on the total number of motor vehicles that can be purchased to 246 as well as raise the limitation to 71 for the purchase of special police-type vehicles, as requested in the budget estimate for fiscal year 1963.

The overall increase in the total number of motor vehicles to be purchased is necessary for the Bureau to assume its responsibility in connection with law enforcement on certain Indian reservations.

The increase in the purchase of police-type vehicles is required to establish law and order programs on certain reservations in western Washington where there is currently no law and order program, or to take over either completely or partially law and order programs from tribes who are financially or otherwise unable to carry out an effective law and order program for the protection of life and property.

NATIONAL PARK SERVICE

MANAGEMENT AND PROTECTION

(House hearings, pp. 561–612 and 622–643)
(Senate hearings, pp. 635–665)

Appropriation 1962	$21,811,500
Estimate	27,240,000
House allowance	25,425,000
Restoration requested	1,815,000

(P. 9, line 12)

Amendment requested:

Page 9, line 12, strike out "$25,425,000" and insert in lieu thereof "$27,240,000", the estimate, or an increase of $1,815,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $25,425,000, an increase of $3,613,500 in the 1962 appropriation, and a decrease of $1,815,000 in the budget estimates. The increases allowed include: $195,000 for management of new areas including $15,000 for the Lincoln Boyhood National Memorial, Ind.; $1,225,669 for operation of newly constructed facilities; $1,114,718 for operating costs brought about by increased visitor use and extension of the operating season; $177,061 for additional ranger services and interpretive functions in the

Washington and regional offices; $150,000 for 15 additional U.S. Park Police; $96,375 to finance under this appropriation certain positions now financed from land acquisition funds; $103,450 for expansion of water resources studies; $160,800 for the archeological investigations and salvage program; $12,470 for the concessions management and audit staff; $182,300 for the employee training program; $127,700 for leasing additional communication facilities and conversion of existing park radio systems; and $251,114 for information publications, employees compensation fund payments, an additional mobile tree crew, and for soil and moisture conservation.

"The net reduction by the committee of $1,815,000 includes: an increase of $15,000 for the Lincoln Boyhood National Memorial and disallowance of $98,015 of the increase requested of $195,356 for expansion of ranger services functions in the Washington and regional offices; $330,000 of the increase of $480,000 requested for the U.S. Park Police; $300,000 to initiate a comprehensive history and natural history investigation program; $815,680 for recreation planning; and $131,305 to expand the historic American buildings and sites surveys. In addition, the committee has imposed a general reduction of $155,000 in the overall request for travel, and materials, and equipment. The reductions imposed by the committee reflect a disallowance of 147 of the additional permanent positions proposed in the budget estimate.

"As the President in his February 28, 1962, message on conservation stated that the recommendation of the Outdoor Recreation Resources Review Commission to create within the Department of Interior a Bureau of Outdoor Recreation is to be adopted to carry out the planning functions already assigned to the Department of Interior and to administer the program of Federal assistance for State agencies, the committee has deleted, as indicated above, the proposed increase of $815,680 for recreation planning. Continuation of the present appropriation level of $1,609,320 will provide adequate funds pending creation of the new bureau. At that time the committee will expect that the amounts provided in the bill for nationwide recreation planning, $504,337, and for cooperation with States and other agencies, $596,759, will be transferred to the new bureau.

"The committee does not believe that the proposed move of the regional office of the National Park Service from Omaha, Nebr., to Cheyenne, Wyo., is warranted, and has disapproved the use of any funds for this purpose.

"With the ever mounting fund requirements to construct, maintain, and manage facilities required in our national parks, the committee is concerned at the failure of the National Park Service to take appropriate steps to increase revenues. With 78 million visitors to the national parks in 1961, revenues received by the National Park Service amounted to only $5,660,000 or less than 7 cents per visitor; $4.8 million of these receipts were from automobile, admission, guide, and other fees and only $520,000 was from business concessions. Considering that these concessions had a gross income during this period of about $48 million, the committee believes that considerable increase in franchise fees is warranted. It is therefore requesting that the National Park Service study this question and report to the committee next year on appropriate steps to be taken to materially increase the revenues collected by the Federal Government."

JUSTIFICATION

The amendment restores the following reductions made by the House in the budget estimate for this appropriation:

Expansion of ranger services functions in the Washington and regional offices	$98,015
U.S. Park Police	330,000
To initiate a comprehensive history and natural history investigation program	300,000
Recreation planning	815,680
To expand the historic American buildings and sites surveys	131,305
Committee reduction in travel, supplies and materials, and equipment	155,000
Less amount added by the House for the Lincoln Boyhood National Memorial, Ind	15,000
Total	140,000
Total	1,815,000

This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Management of park and other areas	$16,912,035	$20,400,000	[1] $19,987,041	$412,959
2. Forestry and fire control	1,097,225	1,260,000	1,244,944	15,056
3. Soil and moisture conservation	106,540	200,000	200,000	
4. Park and recreation programs	3,238,170	4,910,000	3,663,015	1,246,985
5. Concessions management	457,530	470,000	470,000	
6. Committee reduction in travel, supplies and materials, and equipment			−140,000	140,000
Total	21,811,500	27,240,000	25,425,000	1,815,000

[1] Includes $15,000 for the Lincoln Boyhood National Memorial, Indiana, which was not included in the budget estimate.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$1,177,000
12	Personnel benefits	87,000
21	Travel and transportation of persons	65,000
22	Transportation of things	1,000
23	Rent, communications, and utilities	50,000
24	Printing and reproduction	15,000
25	Other services	240,000
26	Supplies and materials	120,000
31	Equipment	60,000
	Total	1,815,000

1. *Management of park and other areas.*—The restoration of $552,959 requested under this activity is for the following:

Additional staffing and general expense funds for ranger services functions in the Washington and regional offices	$82,959
U.S. Park Police	330,000
Travel, supplies, materials and equipment	140,000
Total	552,959

Additional staffing and general expense funds for ranger services functions in the Washington and regional offices

About 500 permanent and 700 seasonal rangers provide protective services for the national park system. These services are coincident to over 79 million visitors annually and to the preservation and use of natural, historic, and prehistoric resources under widely diverse conditions of climate, terrain, flora, and fauna. They are related not only to varying conditions within the parks, but successful operations are dependent, too, upon coordinated cooperative effort with outside individuals, groups, and agencies with interests in or adjacent to the parks. The requirements of servicewide direction for these protection activities were recognized in 1958 when funds were provided, in part, to establish the Division of Ranger Activities (now Division of Ranger Services) in the Washington office. In 1960, additional funds were appropriated to provide for a division chief in each of the regional offices except region 5.

The organization of the Division of Ranger Services, as approved by the Department on March 12, 1957, includes a Branch of Park Forest and Wildlife Protection and a Branch of Visitor Protection in the Washington office with counterparts in each of the five regional offices. Funds currently available provide for for minimum staffing for the Office of the Chief of the Division and the two branches in the Washington office; for a division chief and a secretary in four of the regional offices; and partially for a Branch of Park Forest and Wildlife Protection in all the regional offices. Presently available funds do not provide for a division chief and secretary for the region 5 office or for the staffing of the Branch of Visitor Protection or for any wildlife management positions in any of the regional offices.

With the increase in protection workload generated by the increase in park visitor use and in keeping pace with other facets of the Mission 66 program, the Service's protection functions can be more effectively executed with three

branches in the Division of a Ranger Services in the Washington office instead of two. Accordingly, a Branch of Park Protection and Branch of Wildlife Management are being established in lieu of the originally approved Branch of Park Forest and Wildlife Protection.

The Branch of Visitor Protection for which staffing is provided only in the Washington office is responsible for providing protection and assistance to park visitors and for the protection of historic, prehistoric and scientific values. The new Branch of Park Protection is responsible for the conservation and protection of all soil and vegetation in the parks. The new Branch of Wildlife Management, for which no regional office staffing is currently provided, is responsible for wildlife management and for maintaining natural conditions representing a proper balance between the plants and animals in the parks.

The following statement shows the increased staffing for the Washington and regional offices proposed in the estimate and the positions eliminated by House action:

Washington office

Office of the Division Chief:	
Training officer, GS-13	Allowed.
Clerk-stenographer, GS-4	Disallowed.
Branch of Visitor Protection:	
Statistician, GS-12	Allowed.
Statistical clerk, GS-5	Disallowed.
Secretary, GS-5	Allowed.
Branch of Wildlife Management:	
Branch chief, GS-14	Allowed.
Clerk-stenographer, GS-4	Disallowed.

Regional offices

Office of Division Chief:	
Division chief, GS-14, (1)	Allowed.
Secretary, GS-5 (1)	Disallowed.
Branch of Wildlife Management: Wildlife biologist, GS-12 (3)	Allowed.
Branch of Visitor Protection: Branch chief, GS-13 (5)	Disallowed.

The two clerk-stenographer positions included in the estimate for the Washington office, but eliminated by the House action, are badly needed for efficient operation and to insure the full utilization of the professional and administrative employees in the Division. Until such additional positions are provided, it will be necessary to assign some of the work to clerical and stenographic employees in other organizational units. This is not a satisfactory, efficient, or economical arrangement and it will not be possible to meet the full workload.

The statistical clerk position eliminated by House action is needed to assist the present activities analysis staff, consisting of two positions, and the new GS-12 statistician position, in providing data and other essential services required for management and planning as the Service meets increased visitor use. From an annual figure of 37 million visits to the parks administered just over a decade ago, the flood will reach about 83 million in 1962. The system for collecting and reporting public use statistics which was established in 1959, signaled the generation of more that 900 separate series about visitor use and activities in the parks. These series relate to such subjects as overflow camping, patronage of concessioner accommodations, patterns of party size, dispersion of visitors within parks, comparative traffic flows through different park entrances, special uses, such as boating, swimming, and skiing; and analysis, and dissemination of these data. This function has increased in volume as public use has increased. It has been broadened in scope since its inception to provide analytical data for many other National Park Service planning and operating functions. Dependable data must be available in usable form if planning and management decisions are to be made on a sound basis.

The regional office positions eliminated by the House action include a secretary for the region 5 office in Philadelphia, Pa., and a Chief of Branch of Visitor Protection for each of five regional offices. The situation with respect to the secretarial position is the same as the Washington office situation described in the foregoing. As above indicated, no staffing is currently provided for the Branch of Visitor Protection in any of the regional offices. Restoration of funds for these positions is urgently requested in order that minimum effective staffing of the regional offices for direction and coordination of visitor protection in the parks may be brought about. To meet successfully

the total visitor protection responsibility, coordinated action on a servicewide basis at all organizational levels is essential. It cannot be done on an individual park basis. Additional staffing in the regional offices is essential if the required levels of performance and accomplishment are to be attained.

Additional Park Police and to meet increased requirements of existing force

The estimate proposed an increase of $480 000 to employ 62 additional police officers bringing the total strength of the force to 284 officers and civilians and to cover increased costs of existing force. With this increase, the manpower of the Park Police force would still be 92 short of the recommended strength. The increase of 62 positions requested in the estimate would provide a realistic start toward building a force capable of providing adequate protection. However, the House disallowed $330,000 and 47 of the new positions included in the request.

The Park Police force is the only one in the metropolitan area operating one-man cruisers. This has been necessary to give as much geographic coverage as possible with the limited manpower but it is not accepted as satisfactory policing in a metropolitan area. In case of accident, one man cannot satisfactorily care for the injured, handle traffic, and make reports. In the case of outbreaks, one man is seldom able to handle the situation alone. It also means that whenever an officer is required to leave his cruiser, radio contact is lost thereby reducing the efficiency of the force.

After excluding officers necessary for supervision; operating communications; performing records, equipment, investigation, and training functions; handling crowds for approximately 400 special events per year and furnishing numerous escorts; less than one-half of the force is available for regular patrol duty. Considering that it takes 5 men to man a patrol post, only about 20 such posts can be manned regularly to protect life and property in approximately 39,000 acres of park land and regulate traffic over 200 miles of roads and parkways.

All new Park Police positions provided for in recent years have been for new parks only. It is urgent that steps be taken immediately to enlarge the Park Police force to the strength that has been determined by competent authority to be necessary. The recent increased rate of crime occurring on the streets of Washington is beginning to be felt also in the parks and unless preventive measures are taken by increasing the number of officers available for the patrol of these areas it may become literally unsafe for respectable citizens to visit the parks of the Nation's Capital.

Of the $150,000 allowed by the House, $46,000 is needed to meet increased requirements of the existing force leaving only $104,000 for 15 additional officers. This will only be sufficient to cover three patrol posts. Restoration of the full amount of the House reduction is requested.

Travel, supplies, materials, and equipment

Of the $155,000 reduction imposed by the House to be applied to the overall request for travel, supplies, and materials, and equipment, $15,000 is offset by the amount added by the House committee for initiating management functions at the newly authorized Lincoln Boyhood National Memorial, when established. This leaves a net reduction of $140,000 to be applied to the items stated in the House report, restoration of which is requested. These funds are needed for the proper balance of the whole program, in executing the operating functions of the Service. Supplies, materials, equipment, and travel expense funds must be available or the employees of the Service cannot perform their assigned work. Most of the reduction would have to be in park operating funds thus offsetting increases provided in the appropriation for management, protection, and interpretation of the parks.

2. *Forestry and fire control.*—Restoration of $15,056 disallowed by the House is requested to strengthen forest management functions of the Washington office by providing for a GS–12 forester and general expenses of the existing staff. This position is 1 of the 147 disallowed by the House. Technical staff direction, including investigation and planning, and the development of procedures and standards for vegetation protection, and structural fire control is provided for park areas under the forest management program and this position is needed to further this program.

The Washington office cannot provide adequate assistance to the parks in matters concerning forest management with the present staff. The expansion of public-use facilities under the Mission 66 program, such as new and enlarged campgrounds, road improvements, and new structures, has intensified vegetation protection and structural fire control functions. Man-caused fire risks increase

and vegetation protection and management become more complex with expanding use requiring close attention to investigations, planning, and programing to maintain a consistently high standard of protection of the basic forest resources, visitor use structures, and of the people themselves. Another factor contributing to these deficiencies relates to the development of new methods, techniques, materials, and equipment in the fields of forest fire control and insect and disease control throughout the country. The Service must keep abreast of these new developments and adopt those that are suitable and appropriate for use and will increase the effectiveness and efficiency of protection within the parks. This requires close cooperation with other agencies and the development of technical procedures and standards for application within the parks administered.

The value of the vegetative cover encompassed within the national park system is inestimable. The national parks preserve remnants of some of the finest virgin forests and other vegetative types in America. Fire constitutes the greatest menace to the enjoyment of the parks since it not only threatens their beauty but may destroy watersheds, wildlife and their habitat, valuable property, including priceless historic objects and buildings, and may even endanger human life. The values at stake require that the Service fire control organization achieve and maintain the highest standard of efficiency.

There is a demonstrated need in the Washington office for a forester position the incumbent of which will be specifically responsible for maintaining a consistently high standard of fire protection. The filling of such a position will make possible additional planning, evaluation of new techniques and equipment, improved cooperation with other agencies and specialized training of fire control personnel. Accomplishments in these fields will result in reductions in fire suppression costs and losses by fire, and the restoration of the funds disallowed by the House are fully justified on this basis.

4. *Park and recreation programs.*—The restoration of $1,246,985 requested under this activity is for the following items disallowed in total by the House:

To accelerate the programs for nationwide recreation planning, national park system planning, and cooperation with States and other agencies in their park and recreation planning	$815,680
To commence a comprehensive history and natural history investigation program	300,000
To meet increased requirements for following programs:	
Historic American buildings survey	75,825
Historic sites survey	55,480
Total	1,246,985

To accelerate the program for nationwide recreation planning, national park system planning and cooperation with States and other agencies in their park and recreation planning

The increase of $815,680 requested for fiscal year 1963 is necessary because of the increasing public demand for outdoor recreation, as reported by the Outdoor Recreation Resources Review Commission and reflected in the natural resource programs of the administration. These funds are needed to provide for recreation resource programs outlined in the President's special messages on natural resources sent to the Congress on February 23, 1961, and on March 1, 1962. Experience in the first half of Mission 66 has shown the need to accelerate the planning and acquisition of the Nation's diminishing outdoor recreation resources. This requires broad regional and statewide plans as well as the detailed planning studies required to evaluate specific park and recreation area proposals.

Of increasing importance is leadership, coordination of effort, and cooperative assistance to governmental agencies administering parks and recreation areas in meeting the unprecedented pressures now facing them. Many State, county, and local park organizations are relatively new and are operating with a minimum planning staff or none at all. While the Service's cooperative planning program has been limited in recent years to assistance to other Federal agencies and the States, the need for such assistance at county and local areas has become increasingly evident and is provided for in the requested increase in planning funds. This activity is concerned with the full cross section of problems facing park agencies—selection of areas, acquisition, planning, development, operation, and related legislation and financing.

The deletion of the total increase of $815,680 in the budget estimate for park and recreation planning which includes funds for 75 of the 147 positions eliminated by House action will seriously delay the development of coordinated plans and programs for adequate public parks and recreation areas. This will result in the loss of many opportunities to preserve and develop such areas for public use and in the weakening of the agencies and organizations that must provide outdoor recreation. Assistance to the Housing and Home Finance Agency and the Area Redevelopment Administration in the development of recreation facilities for urban regions and tourist attractions for depressed areas must, of necessity, be curtailed.

A few hundred thousand dollars of donated funds for planning made possible the whole seashore conservation program of recent years. It was a prudent investment. The Government had to seek such donated funds because appropriated funds were not available for such planning. Unless there is a substantial increase in recreation resource planning funds, as requested herein, the Federal Government will still be in the position of being unable to make adequate plans for public outdoor recreation.

In disallowing the requested increase, the House committee referred to the possibility of establishing a new Bureau of Outdoor Recreation and stated that "continuation of the present appropriation level of $1,609,320 will provide adequate funds pending creation of the new Bureau." The budget estimate requested funds for work that should be done in 1963 whether by the National Park Service in total, or partially by it and partially by a new Bureau.

The possible establishment of a new Bureau does not alter the job to be done or the fund requirement therefor. Accordingly, the required funds should be provided as requested in the estimate with the understanding that appropriate amounts thereof would be transferred to the new Bureau when it is established. As the responsibilities now assumed by the National Park Service, but which might be transferred to the proposed new Bureau have not as yet been firmed up, no basis obtains at this time upon which to determine the amounts of currently available funds that should be retained by the National Park Service and the amounts that would be transferred to a new Bureau. In view of this situation, it appears premature to specify amounts that would be expected to be transferred to a new Bureau as was done in the last sentence on page 7 of the House report.

To commence a comprehensive history and natural history investigations program

House action eliminated this item in its entirety from the budget estimate. Restoration of the $300,000 is earnestly recommended so that the Service will be in a better position to carry out its responsibility to preserve the national parks, and to provide for their appropriate use, development, and interpretation.

The purpose of the research is to seek out the wealth of data from the natural, scientific, and historical areas in the national park system, that is urgently needed to arrive at sound long-term policy decisions, and to back up action programs involved in the preservation, development, management, and interpretation of such areas.

In describing how the proposed research program would be carried out, the justification perhaps failed to establish some of the basic reasons why the program is necessary. One of the reasons is quite simple and direct. For many years park travel was quite easily absorbed, and most parks were protected by being surrounded by what was in effect wilderness. Thus, there were few problems of preservation that good practical judgment could not handle.

The situation is completely different today. The increasing millions of visitors and the developments which they require affect preservation in many ways. Of even greater importance, the parks are rapidly becoming islands surrounded by lands more and more intensively managed and used. What happens outside—reduced game range, water and air pollution, infestation of forest insects and disease, attending lumbering operations, the transmission of disease and parasites from domestic stock to native species, the use of chemicals, and the like—is becoming as great a threat to park integrity as what we or the visitors do within. The effects of these influences are sometimes dramatic, but often indirect and unrecognized, except by a trained specialist, until irreparable damage has been done. Consequently, the Service must know a great deal more about these properties than ever before—their nature, the natural processes at work in them, and also the effect of man's influence as a user and a close neigh-

bor of the parks. The Service also needs to maintain a continuous diagnosis of what is happening if park values are to be maintained.

As an example of another phase of the proposed investigations, without historical research at the recently established Wilson's Creek Battlefield, the construction of roads and facilities could obliterate or forever impair or disfigure historic terrain, historic structures, and historic remains. Research is needed to insure accuracy of historical restoration of buildings, gardens, grounds, and fences. Basic historical data is needed as a further example at Grand Portage National Monument for visitor planning, restoration of structures, interpretive publications, audiovisual presentations and wayside exhibits. Research is essential for making the areas meaningful to visitors. Historical research is the lifeblood of all programs in the historical areas of the park system.

Considerable research has been done in the parks by others, but usually not of a kind that meets the needs of park preservation or development. The program contemplates specialized investigations that arise out of and assists in performing this Service's own functions and responsibilities. The proposed research program is therefore not an academic exercise, but a tool to provide the facts to undergird policy decisions, and upon which to base resource management, public use and development, and interpretation.

Of the amount recommended for restoration, $75,000 (and 3 out of the 147 permanent positions) disallowed by the House, will be used for historical research, and $225,000 (and 4 of the 147 permanent positions) disallowed will be used for natural history research.

To meet increased requirements for the historic American buildings survey and historic sites survey

Historic American buildings survey.—House action eliminated the entire increase of $75,825 proposed in the budget. As explained in the budget justification, the increase is to provide for expansion of staff, including additional seasonal assistance, and for overall invigoration of the program above the requirements of minimal operations since its reactivation in 1958.

This need was geared to the appalling rate at which historic buildings and structures are disappearing on every hand. The tempo of destruction, accelerated by highway construction, urban renewal, and real estate developments, in addition to what is accepted as natural elements of attrition, underscores the urgency of the task. To make permanent records of our architectural heritage of significant buildings is more than ever increasingly vital to counteract these factors. The job is staggering in its needs and proportions. Add to this a realization of the importance of buildings beyond the cutoff date (approximately 1860), the field of concern is steadily widening, so that the mandate becomes overwhelming in its implications. There is no time to lose. The crusade ahead calls for marshaling additional financial aid to implement an expanded program. The need for accelerating this work is reflected in the growing requests from State historical societies, commissions, and planning groups for survey work needed but for which there is no provision within presently appropriated funds.

Since reactivation the survey has been reconstituted to serve as a supporting arm of the Service's preservation, rehabilitation, restoration, and reconstruction programs. Survey work is closely integrated and coordinated to all phases of these activities and there are a practical alinement and mutual reciprocity between the two which contribute to efficient operation. The additional funds requested will permit the Service to prosecute its work with the vigor called for, including the establishment of workable arrangements to meet increasing obligations and opportunities.

Of the 147 permanent positions reduced by the House, 5 pertain to this item. The restoration of the full amount disallowed by the House, including the five permanent positions, is respectfully requested.

Historic sites survey.—The restoration of $55,480, the total amount of the reduction made by the House, including the three permanent positions disallowed, is requested to insure that a realistic program can be attained in the discharge of the Service's responsibility as set forth in the Historic Sites Act of August 21, 1935. This increase will provide for the following:

Publication of theme studies which began in fiscal year 1962 is of special urgency. To continue the publication program on schedule, an additional $9,500 is needed to defray publication costs. With the acceleration of the registered national historic landmark program, increased emphasis on production of markers is required. An increase of $5,200 is necessary to defray the costs of marker production. With the simultaneous urgency of the publication program and

acceleration of the registered national historic landmark program, work of the survey has expanded greatly. The amount of $26,800 is needed to add two historians and one clerk-stenographer to aid in revision and preparation of theme drafts for publication, and to maintain adequately the additional workload of the landmark program. These positions comprise 3 of the 147 disallowed by the House.

In the process of work on the archeological theme studies, action has been deferred on certain legislative and other proposals involving prehistoric sites. These are on sites which appear to be of exceptional value, but which, due to absence of concrete knowledge, are not now known to possess prime significance under the survey criteria. To discharge the survey function in furnishing sound recommendations under the registry of national historic landmarks and in the national park system planning, an additional $6,500 is necessary to assemble information on which to evaluate this backlog of sites.

To maintain the schedule of work on the difficult thematic studies dealing with the Nation's cultural history which is now being studied, and to keep pace with the demands of the registry of national historic landmarks, an additional $7,480 is necessary to defray costs of supplies, materials, equipment needs, and other expenses relative to both programs.

The overall program involves surveys and studies of historic and prehistoric sites to determine which ones are of exceptional importance in commemorating and illustrating the history of the United States and are, therefore, worthy of preservation as part of the American heritage. The program also involves preparing manuscripts for publication and the operation of the registry of national historic landmarks. The work is performed by technical employees of the Service assigned to the various phases of the program, and by contracts with qualified professional historians and anthropologists outside the Service.

NATIONAL PARK SERVICE

CONSTRUCTION

(House hearings, pp. 622, 644–705)

(Senate hearings, pp. 683–695)

Appropriation, 1962	$36,726,000
Estimate	44,000,000
House allowance	40,000,000
Restoration requested	6,486,400

(P. 10, lines 7 and 8)

Amendments requested:

(1) Page 10, line 7, strike out "$8,409,000" and insert in lieu thereof "$12,135,000",—the estimate, or an increase of $3,726,000 in the limitation on land acquisition.

(2) Page 10, line 8, strike out "$40,000,000" and insert in lieu thereof "$46,486,400",—an increase of $6,486,400 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $40 million, an increase of $3,274,000 in the 1962 appropriation, and a decrease of $4 million and 40 positions in the 1963 budget request.

"The budget proposed a decrease of $88,900 in funds available for camping and picnicking facilities compared with 1962 and an increase of $1,663,600 for employee housing and $3,364,000 for extension of boundaries and acquiring inholdings in the national parks as discussed below. The committee does not believe this shift in emphasis is warranted in light of the estimate of 81 million park visitors in 1963 and has revised the allocation as indicated above.

"Within the amount allowed the committee has provided $36,000 for construction of an amphitheater at Carlsbad Caverns, N. Mex., and $125,000 for the Lincoln Boyhood National Memorial, Ind., including $75,000 for acquisition of lands.

"The committee has disallowed the request of $200,000 for stabilization of the canal bed, banks, locks, etc., in the C. & O. Canal National Monument. The committee does not believe that initiation of such major expenditures are warranted as long as the proposal of the Corps of Engineers to construct water resources projects in this area is under consideration.

"The committee has deleted the request of $228,000 for constructing a visitor center at the Cruz Bay development in the Virgin Islands National Park. Considering the limited number of visitors to this park, the committee believes that expenditures at this time should be restricted to higher priority areas in the national park system.

"The committee has also deleted the request of $720,000 to initiate development of park areas in the Southwest urban renewal area in the District of Columbia. Considering the delay being incurred in the construction of the inner loop and related work in this area, this item can be readily deferred to permit more adequate review of this proposal which has an ultimate Federal cost of $2,270,000. The committee does not believe that development of such park areas should be the complete responsibility of the Federal Government, but rather that a substantial portion of the cost should be assumed by the District of Columbia and the Redevelopment Land Agency. For example, the proposed Lansburgh Park, with an estimated cost of $684,000, would appear to meet the criteria under which the District of Columbia has heretofore assumed responsibility for the development of its playground and neighborhood parks. It is requested that the Park Service and interested agencies again review this proposal and recommend a more appropriate cost-sharing plan.

CIVIL WAR AREAS

"The committee is especially concerned over the cost of National Park Service plans in Civil War areas. During fiscal years 1957 to 1962 over $11.4 million has been expended for land acquisition and construction. The 1963 budget estimates include $5.1 million for this purpose and the Park Service has plans to expend an additional $16.9 million under its Mission 66 program. The committee seriously questions whether expenditures of this magnitude are necessary or warranted in these areas considering the many and costly urgent requirements to provide more adequate park facilities for our expanding population. The committee has therefore deleted $1 million proposed in the estimates for construction of three visitor centers, a storage building, and the reconstruction of the Appomattox Courthouse, pending a thorough review of this program to determine if a less costly capital outlay would not be adequate for appropriate preservation of these historic sites.

LAND ACQUISITION

"The $8,409,000 allowed for acquisition of lands includes $400,000 for Civil War areas, a decrease of $1 million in the budget request; $4 million for the Cape Cod National Seashore, Mass.; $1,500,000 for Minute Man National Historical Park, Mass.; $509,000 for newly authorized parks; and $2 million for acquiring inholdings and extending the boundaries of existing parks, a decrease of $1,864,000 in the budget request. The committee does not believe the acquiring of costly inholdings in existing national park areas is warranted where Federal ownership is extensive, such as Death Valley National Monument where present holdings total 1.9 million acres. In general, new funds should be reserved for acquiring new park lands which will meet urgent visitor requirements. The $2 million allowed should make adequate provision for acquiring key inholdings essential to the management and protection of the existing parks. The committee has specifically disallowed the request of $500,000 for acquiring an additional 25,000 acres in the Everglades National Park, Fla. The present Federal holdings, totaling over 1,300,000 acres are adequate for that area considering the many essential needs of the national parks. The committee has also denied the request of $110,000 for acquiring an additional 2,455 acres in the Joshua Tree National Monument where the Federal Government presently owns 505,000 acres.

"In making the allowance of only $400,000 of the $1,400,000 requested for additional land acquisition in Civil War areas, the committee has again considered the present annual cost of developing and maintaining over 84,000 acres of these lands already in Government ownership. More than $2 million is required in this bill just for operation and maintenance of roads and facilities in these areas during fiscal year 1963. As each additional land purchase generates large additional costs over the years, future expansion in these areas should be held to acquisition of only the most essential tracts.

"The committee recommends continuation in fiscal year 1963 of the provision in the conference report (No. 797) on the 1962 bill providing that funds made available for acquisition of lands in Civil War areas are not to be obligated until

the Secretary of the Interior has reported to the Committees on Appropriations that the local governments have adopted adequate zoning regulations to assure against future commercial development in these areas, except in those instances where the lands to be acquired are completely surrounded by lands already owned by the Federal Government or by lands on which the Federal Government has a scenic easement.

LAND OPPOSITE MOUNT VERNON

"The committee has disallowed the budget request of $937,000 to acquire land on the Potomac River shore opposite Mount Vernon, as authorized by Public Law 87-362. Authorization for acquiring these lands was rushed through the closing moments of the last session of Congress because of the threat to build a sewage treatment plant in the vicinity of Mockley Point which it was feared would mar the beauty of the Maryland shore. The basis for the passage of this legislation is clearly evident from the following quotation from Senate Report No. 1082, dated September 18, 1961, on House Joint Resolution 459:

"'Because of the prospective adjournment of Congress, both the chairman of the Interior and Insular Affairs Committee and the chairman of the Public Lands Subcommittee have attempted to obtain assurance that no steps would be taken toward construction of the sewage disposal plant before Congress meets next year, *when there would be more time to consider the matter.*

"'In both instances, the efforts were without avail. A commitment was avoided. The only way to assure preservation of the site and the scene, and maintenance of the status quo, is enactment of the joint resolution. *Congress can then, if it so desires, review the situation during its 1963 session.*'" [Italic supplied.]

"The committee believes, after careful review and consideration of the following factors that Federal appropriations for this purpose are not warranted:

"(1) Since the passage of this legislation, the Washington Suburban Sanitary Commission has by resolution given assurance 'that it will refrain from further consideration of a site on Mockley Point for a treatment plant' and 'that the Commission will not consider nor finally select any site which would adversely affect or otherwise detract from the Mount Vernon vista.'

"(2) The Maryland National Capital Park and Planning Commission has recommended the new location planned for the sewage disposal plant in the lower valley of Piscataway Creek, more than a mile from its confluence with the Potomac River. This area is 3 miles from Mount Vernon and because of intervening woods is obscured from any view from Mount Vernon.

"(3) The area in question is under adequate planning and zoning controls by the Prince Georges County commissioners and the Maryland National Capital Park and Planning Commission to preserve the view from Mount Vernon and prevent commercialization. The Maryland General Assembly in April, 1961 approved the extension of the regional district under the jurisdiction of the Maryland National Capital Park and Planning Commission to include the area in question for purposes of planning, zoning, and subdivision control.

"(4) Public Law 87-362 limited appropriations for acquiring the land in question to $937,600. This was based on the estimate that 586 acres would be acquired at a cost of only $1,600 per acre and that the acquisition of scenic easements on another 1,410 acres would be largely donated. It now appears that the per acre cost of this land will be considerably in excess of this estimate and that it will be necessary to pay for the scenic easements in many instances. It is apparent, therefore, that the present authorization and the budget request of $937,000 would be inadequate to accomplish the proposed acquisition and that an additional authorization would be necessary.

"(5) The acreage in question is primarily owned by three families which have held the property (totaling 540 acres) for generations. No evidence was given to the committee that these owners planned to dispose of their property or take any action that was not in keeping with the present rural character of this area or would not give satisfactory scenic easements.

"In light of the above the committee sees no compelling reason to make an exception to its policy that future acquisition of park lands in the Washington area, where the Federal Government now owns and maintains over 39,000 acres of such land, should generally be the responsibilty of the local jurisdictions which enjoy some of the highest per capita incomes in the country. The Maryland National Capital Park and Planning Commission has recently announced plans to expend with the State of Maryland $30 million for some 19,000 acres

of park land. The Commission should be in a position to acquire the acreage in question if it is determined desirable or necessary."

JUSTIFICATION

Explanation of amendment (1).—The amendment increases the limitation on the amount to be available for land acquisition to coincide with the appropriation increase requested in amendment (2) for the same purpose.

Explanation of amendment (2).—The amendment restores the following reductions made by the House in the Budget estimate for this appropriation:

Public service and administrative units, utilities and miscellaneous:	
Chesapeake and Ohio Canal National Monument	$200,000
Virgin Islands National Park	228,000
National Capital parks	382,400
Civil War areas	1,000,000
Total	1,810,400
Employee housing	950,000
Acquisition of lands	3,726,000
Total	6,486,400

This total amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
(a) Buildings, utilities, and other facilities	$28,896,000	$31,153,000	$30,879,000	$2,760,400
(b) Acquisition of—				
(1) Lands	7,600,000	12,135,000	8,409,000	3,726,000
(2) Water rights	230,000	365,000	365,000	
(c) Executive Mansion and grounds		347,000	347,000	
Total	36,726,000	44,000,000	40,000,000	6,486,400

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$320,000
12	Personnel benefits	18,000
21	Travel and transportation of persons	6,000
22	Transportation of things	1,000
25	Other services	5,000
26	Supplies and materials	6,000
31	Equipment	2,000
32	Lands and structures	6,128,400
	Total	6,486,400

1. *Buildings, utilities and other facilities.*—The House committee report makes provision for the following changes in the buildings, utilities, and other facilities construction program:

Types of facilities	Increase	Decrease
Camping and picnicking facilities	$2,738,000	
Public service and administrative units, utilities, and miscellaneous		$2,062,000
Employee housing		950,000

The Service agrees that the demand for camping and picnicking facilities warrants the program level for that purpose provided for in the committee report. The Service is seriously concerned, however, with respect to the reduction for other types of facilities. The program levels for public service and administrative units, utilities, employee housing, and miscellaneous facilities provided for in the estimate, as reflected on page NP–127 of the justifications, are required to assure a rate of progress commensurate with Mission 66 objectives, the increase in visitor use of the parks, and needs for facilities in new

park areas. The reductions specified in the report, restoration of which is requested, are discussed in the following:

Public service and administration units, utilities, and miscellaneous, $1,810,400

The specific items reduced by the House committee and the restorations requested are as follows:

	House committee reduction	Restoration requested
Chesapeake and Ohio Canal National Monument projects	$200,000	$200,000
Virgin Islands National Park projects	228,000	228,000
National Capital Parks projects	720,000	382,400
Civil War areas projects	1,000,000	1,000,000
Total	2,148,000	1,810,400

Chesapeake and Ohio Canal National Monument, $200,000.—The Chesapeake and Ohio Canal National Monument is an elongated park area traversed by a canal. The canal extends from Georgetown, D.C., to Cumberland, Md., a distance of 184 miles, of which 165 miles are in the monument. The monument was established and included in the National Park System to preserve, interpret, and provide for public use of this unusual and outstanding canal gateway to the West. It possesses historic, scenic, and scientific values, and affords recreational use to thousands.

The program of $200,000 in the 1963 budget is urgently needed to provide for stabilizing and preserving features of the historic canal which are not currently involved in the area of the engineering projects being considered by the Corps of Engineers. Only about 35 miles of the 165 miles of canal in the monument are threatened by the water resources project. The remaining 130 miles should be stabilized and developed for public use as an established unit of the National Park System.

Virgin Islands National Park, $228,000.—Every visitor to Virgin Islands National Park arrives by boat at Cruz Bay, St. Johns Island. It is the receiving and initial contact point at which visitors should be introduced to the park. There are no facilities here for orienting arrivals or interpreting the area's unique values, and no protection and administrative facilities, such as the visitor center would provide, are available. Visitors must seek out information unless park personnel are at the dock to greet them. Distances from libraries and study collections make it imperative that provision be made for housing an adequate scientific library and collections. One collection on hand has a value estimated between $15,000 and $25,000, and should be safeguarded by proper storage which would be provided in the visitor center.

National Capital Parks, southwest renewal area, District of Columbia, $382,400.—The budget estimate provided $720,900 for development of park facilities in the southwest renewal area, District of Columbia. The House committee deleted the full request on the grounds that the work could be deferred in view of the delay in the construction of the inner loop and related work in this area. The House committee report also states the committee does not believe that development of such park areas should be the complete responsibility of the Federal Government, but rather that a substantial portion of the cost should be assumed by the District of Columbia and the Redevelopment Land Agency.

In view of the construction delays referred to in the report, the Service concurs in the deferral of all projects comprising the $720,900 estimate, except program item "Southwest Renewal Area 'C–1,' Park Development, M–233 (Por.)—$382,400." This program item represents a portion of the proposed Lansburgh's Park development the total cost of which is estimated at $684,000.

The National Park Service, after consultations and agreements with the Redevelopment Land Agency and the National Capital Planning Commission, plans to develop this park site as a large open space suitable for unorganized recreation. It will contain principally large tree plantings, walkways, drinking fountains, ornamental pools, and comfort facilities.

The proposed park site has been acquired by the National Capital Planning Commission under authority of the Capper-Cramton Act at a cost of $93,975, and administration of the area is now the responsibility of the National Park Service. The site has been completely cleared by the Redevelopment Land Agency

with urban renewal project funds and is available now for development as a park. This project is the first and most urgently needed area in the long-range program for park development in redevelopment areas of the city.

It is in keeping with the principles established by the First Congress of the United States in 1790 that the Federal Government should be responsible for the planning, acquisition and development of the lands necessary for the operation of the various establishments of the Government; for the Federal park lands that provide the settings of dignity and beauty for the public buildings, national memorials, and patriotic shrines; and for making possible the preservation of open spaces to meet the recreational needs of the community and to provide the esthetic ornamentation that contributes immeasurably to the beauty and inspirational qualities of the seat of the Federal Government. The history of legislation pertaining to the park and parkway system clearly indicates that it has always been the intent of Congress that the Federal Government should take an active and responsible part in the development of the Federal city. This is one of the basic reasons for selecting the present site as the location for the Capital of the new country rather than one of the cities which were thriving during that period of history.

The purpose of the proposed Lansburgh Park in the southwest redevelopment area is to carry out this intent of Congress in accordance with the principles as envisioned by the founders of the city and as defined by the Congress.

In the southwest area, the District of Columbia Recreation Department is planning and financing the development of such recreational sites as Jefferson Recreation Center, Randall Recreation Center, and the Amidon School playground from funds appropriated to the District of Columbia for these purposes.

The proposed Lansburgh Park is not intended nor is it needed to fulfill the functions of an organized playground. It is intended to be used as a Federal park area to provide a part of the open space and esthetic background enjoyed by those residing in the metropolitan area and the millions of visitors to the Nation's Capital.

As a part of the costs of providing adequate park areas in the southwest section, the Redevelopment Land Agency is acquiring with urban renewal project funds the land to comprise the additional areas included in the program. It is also providing for the design and development of three park areas in the Town Center plaza. In addition, based on the 1963 fiscal year budget requests for the National Capital Parks System, approximately 56 percent of the cost of administering, operating, and maintaining these park areas in the District of Columbia, is financed from District of Columbia funds.

Civil War areas, $1,000,000.—Visitor centers are urgently needed at Fredericksburg, Vicksburg, and Petersburg National Military Parks, Kennesaw Mountain National Battlefield Park, and Appomattox Court House National Historical Park. Visitor use at all these areas is heavy and has been increasing at a rapid rate through the centennial years. Available facilities for meeting visitors, and providing them with information and comfort facilities are woefully inadequate. Restoration of Appomattox Court House is needed to provide visitor facilities and restore the historic scene of which the court house was the focal point. At the Chancellorsville area of Fredericksburg-Spotsylvania, there is only a small one-room frame shelter without heat. It can only be manned in the summer season and then serves only to protect the man on duty from rain, and to store a small supply of guide leaflets. There are no comfort station facilities for visitors and no room for explanatory exhibits. At Vicksburg, office space, exhibits and library are housed in an old frame building shared with the Corps of Engineers. It was not designed for public contact work, and because of its nonfireproof construction, it is inadequate for proper protection of the valuable artifacts and books it houses. The situation is even more acute at Kennesaw Mountain where an old frame farmhouse has been pressed into service for park offices and visitor services. Again, it is susceptible to fire. The park is located in an economically depressed area, where the construction projects as well as the finished product might well provide widespread benefits for the community, in addition to serving the visitor and permitting more efficient operations within the park proper. At Petersburg, administrative and visitor service facilities are housed in a converted golf clubhouse which is not fireproof, obtrudes on the major features of the battlefield, and is not properly located to facilitate either protective or interpretive functions.

Employee housing, $950,000

The Mission 66 report of January 1956 considered the park employee housing problem to be so critical that it proposed the housing program be carried out during the first 5 years of the 10-year program. The program called for 1,000 family units, and 400 seasonal employee units, or a total of 1,400. During the first 5 years of the program, $14,346,000 has been appropriated for 774 units, or slightly more than 50 percent of the goal. The 1963 estimates would have provided an additional 220 units at a cost of $3,950,000. This would bring the 6-year total to 994 units as compared to the 5-year goal of 1,400, a difference of 406 units. It is recommended that the $950,000 be restored to permit construction of about 47 units, together with supporting utility connections, which would otherwise be deferred until future years.

Reduction in budgeted positions

The House committee report provides for a decrease of 40 positions budgeted for 1963 under the "Construction" appropriation. If this provision of the House report is sustained, the full reduction of 40 positions would have to be made in the staffing for the planning and execution of the buildings, utilities, and other facilities program. As the budget provided for an increase of only 15 positions under this appropriation activity, meeting the requirements of the House committee report would make necessary a reduction of 25 in the number of currently budgeted positions. This would have to be done in the face of an increase of 6.9 percent in the program level as approved by the House. The Service is already hard pressed to plan for and execute its expanded construction programs with currently authorized staffing. The reduction of 40 positions as called for in the House committee report would seriously jeopardize the Service's capacity and capability for planning and executing its construction programs in an efficient and economical manner and its ability to keep the program on schedule.

2. *Acquisition of Lands.*—It is requested that the amount of $3,726,000, the total disallowed by the House, be restored to the land acquisition program. Deferral of acquisitions provided for in the program only compounds the long-standing problems involved in rounding out the parks, and results ultimately in higher costs. As President Kennedy brought out in the outdoor recreation resources portion of his message to the Congress on conservation on March 1, 1962, the national program for providing outdoor recreation needs to move forward rapidly. The land acquisition program of the Service is an effective means of furthering the outdoor recreation policy expressed by the President. Furthermore, experience with the steady inflation of land costs gives full support to the President's comments that "Actions deferred are frequently opportunities lost, and in terms of financial outlay, dollars invested today will yield great benefits in the years to come." The items disallowed by the House are discussed below in greater detail.

Civil War areas

The Civil War Centennial extends from 1961 to 1965. Many of the areas of the Service were established in commemoration of that war. Several of the Civil War parks need further development for restoration of original scenes so as to provide sound visitor use, understanding, and enjoyment of them. The time has arrived where acquisition of several key parcels of land in the midst of Civil War battlefield areas is imperative and should not be further delayed; otherwise, a continuing erosion or even startling intrusions creep into the scene which must be preserved with reasonable fidelity or the public understanding and appreciation of such areas will be lost. Acquisition of certain lands for addition to those areas is prerequisite to such development and restoration in many instances. Funds in the amount of $450,000, $400,000, and $600,000 were provided for the purpose in the 1960, 1961, and 1962 appropriations, respectively. The House allowance, while it will provide for continued progress in the acquisition of lands for addition to the Civil War areas, will not insure having required properties in Government ownership in time to complete developments and to otherwise make preparations for the Civil War Centennial observances. It is urged that the amount of $1 million disallowed by the House be restored to the bill for this purpose in order that the Civil War area land acquisition program may go forward at the required level.

National Capital Parks

Restoration of the $937,000 disallowed by the House is requested so the Service may carry out the intent of Public Law 87-362. The law provides for the

preservation and protection of certain lands in Prince Georges and Charles Counties, Md., and authorizes the Secretary of the Interior to acquire in fee simple or lesser interests approximately 1,186 acres of privately owned land and to administer the lands and interests therein. This property will become a part of the National Capital Parks System and will be administered in accordance with the basic National Park Service Act.

The Washington Suburban Sanitary Commission has given assurance that the proposed sewage treatment plant will not be located on the specific piece of land known as Mockley Point, which is in direct view of Mount Vernon. However, the site that is now under serious consideration by the Washington Suburban Sanitary Commission is located on the south shore of Piscataway Creek and is in the direct vista looking across Piscataway Creek from the overlook at the nationally significant Fort Washington, and various points along the George Washington Memorial Parkway in Virginia, which are under the jurisdiction of this Department.

The currently proposed site is within the authorized boundaries of the new park. Due to the topography and the location of the forested cover, the sewage treatment plant at the new location would still adversely affect and detract from the Mount Vernon vista, even though the site is a mile from the confluence with the Potomac River.

In 1961, the State of Maryland General Assembly approved the extension of the geographical scope under the jurisdiction of the Maryland National Capital Park and Planning Commission, which would include the general area within which this park is located. However, the Maryland National Capital Park and Planning Commission authority is limited to recommendations to the county governing bodies with respect to zoning and subdivision controls. The ultimate decision rests with the county board of commissioners.

Consequently, it appears that the purposes of Public Law 87-362, to provide for permanent preservation, protection, and public use of the nationally significant scenic, scientific, and historic features of this area, can be accomplished as a permanent thing only by establishing the area as a park under Federal Government jurisdiction.

Of the private lands authorized to be acquired, approximately 505 acres will be donated. The owners of the lands to be donated are nonprofit organizations which are dedicated to the preservation, protection, scientific study, and educational or charitable use of these lands, and have officially agreed to donate their properties and interests therein to the Federal Government for park purposes. The remainder of the 1,186 acres to be acquired is approximately 681 acres and is in private ownership. The owner of about 90 acres of this 681-acre area, has offered to donate sufficient interests in his land for the National Park Service to establish, develop, and administer it as part of a park of national significance.

In addition to the lands to be acquired in fee simple, the legislation authorizes the acquisition of scenic easements on approximately 2,596 acres of privately owned land. Of this area nearly the entire amount is presently protected by covenants which provide more restrictive use of the land than that proposed in the National Park Service's tentative requirements for the scenic protection of this area. Since the existing covenants on this land serve the purposes of the legislation, it is not contemplated that any of the scenic easements authorized will be purchased unless some urgent purpose develops in an individual case prior to the establishment of the proposed park. The majority of these property owners have indicated a willingness to donate scenic easements to the Federal Government.

It is the intent of the National Park Service in carrying out the purposes of the act to provide only for the preservation, protection, and public use of the nationally significant, scenic, scientific, and historic features that are included within the lands authorized to be acquired. It is not its purpose or desire to carry out the responsibilities that are properly the functions of other governmental agencies and jurisdications, but only to provide, as spelled out by law, for the preservation, protection, administration, development, and interpretation of those lands and features thereon that are significant to the Nation as a whole. There is not now, nor is there envisioned, need for additional land other than that authorized in the amount of 1,186 acres required to carry out the purposes of the legislation.

A complete land use study and development program for the proposed park has not been completed at this time. However, in providing for the establishment of the proposed park, and in carrying out its responsibilities under the law, there is no additional information or evidence now known to the National

Park Service which would indicate that any additional lands, other than those so authorized, will be required.

Present plans, based on preliminary negotiations with the existing landowners, are that there will be no acquisition of any property either by donation or by purchase until firm agreements have been worked out for the entire area to be acquired for park purposes. The estimate of $937,000 included in the 1963 fiscal year budget request was based on the most recent land purchases in this area. If funds are provided without undue delay, it appears that land values will not increase to the extent that additional authorizations of funds will be required in order to carry out completely the intent of the legislation. There are no plans for extending the presently authorized boundaries or for increasing the presently authorized acreage to be acquired.

Inholdings and extension of boundaries, various parks

The value of privately owned inholdings in the parks after 1962 (not including new authorizations, such as Cape Cod National Seashore) is estimated at $45 million. The amounts appropriated for the past several years have alleviated many complex problems in connection with the management and development of the parks, but the Service still has a long way to go. The rate of progress in acquiring these privately owned lands has not been as rapid as desired. With the passage of time, it is proving to be more and more expensive to the Government. Until these privately owned lands within the park boundaries are acquired, some of the consequences which must be endured are—

(1) Private development and operation of facilities within the parks and monuments over which there is no public control but which owe their profit-making capacity to park visitors.

(2) Cutting of timber with consequent scars and impairment of park scenery.

(3) Operation of undesirable establishments or activities.

(4) Creation of real estate subdivisions.

(5) Conduct of land-scarring mining operations and, after the cessation of mining, the existence of mining debris and of deteriorating structures.

(6) Costly delays in needed developments or greater expense because of the necessity of going around private lands or establishing public developments in less desirable locations.

(7) Construction of commercial and other structures on lands whose acquisition thereafter becomes more expensive.

Legislation enacted during the 1st session of the 87th Congress authorized extension or revision of boundaries of four existing parks: (1) Cumberland Gap National Historical Park (Public Law 87–111); (2) Effigy Mounds National Monument (Public Law 87–44); (3) Fort Necessity National Battlefield Site (Public Law 87–134); and (4) Scotts Bluff National Monument (Public Law 87–68). As most of the additional acreage involved in the new authorizations is in need of protection or is threatened with adverse uses, it should be brought under Federal control at the earliest possible date so that the purposes for which the legislation was enacted can be achieved. It it contemplated that the Commonwealths of Kentucky and Pennsylvania will share in the cost of acquiring the lands for Cumberland Gap and Fort Necessity. It is, therefore, incumbent upon the Federal Government to provide funds for its share of the cost without delay.

The budget estimate requested $3,702,000 for acquisition of inholdings in various parks and $162,000 for extension of boundaries as authorized by the above-cited legislation for a total of $3,864,000. The House allowance for these purposes is $2 million or a reduction of $1,864,000 under the budget estimate. The House committee report also provided that $75,000 of the land acquisition allowance was for the acquisition of lands for the newly authorized Lincoln Boyhood National Memorial. The amendment contemplates absorption of the "Lincoln Boyhood" item within the total estimate and requests restoration of $1,789,000 for acquisition of inholdings and extension of boundaries in various parks.

The House committee report specifically disallowed the following items that were provided for in the budget within the amount for acquisition of inholdings in various parks:

Everglades National Park	$500,000
Joshua Tree National Monument	110,000

These items are discussed specifically in the following:

Everglades National Park.—Public Law 85-482, approved July 2, 1958 (72 Stat. 280) revised the boundaries of Everglades National Park and authorized an appropriation of $2 million for the acquisition of privately owned lands within the redefined area. The Federal Government and the State of Florida have already effected the contemporaneous exchange of lands as provided in the act. Therefore, adequate protection of the park as now constituted is dependent upon acquisition of the remaining private holdings of approximately 100,000 acres now existing within the park.

The 25,000 acres of key inholdings included in the budget request, with an estimated value of $500,000, comprise about 1.8 percent of the total park area. These 25,000 acres are the most urgently required of the 99,184 acres of non-Federal lands which comprise 7.6 percent of the total park area, and are threatened by imminent development, exploitation, and speculation accelerated by the increasing demand for home and commercial sites in the expansion of population out of Miami, 25 miles distant. The most pressing private land matters are within a 22,000-acre tract in the vicinity of the Royal Palm State Park which, in pursuance of provisions in the act of July 2, 1958 (72 Stat. 280), cannot be acquired without the consent of the owners. This area is nearly surrounded by lands donated to the United States by the Florida Federation of Women's Clubs and the State of Florida. It is adapted to immediate subdivision; one parcel embracing 480 acres of land, is subdivided into 407 sites, 80 of which have already been sold.

The 22,000-acre tract lies astride the main entrance road into the park, where it is highly desirable to conserve the natural scenery, and to keep open the entire area for public use. These lands are soaring in value and we can only plan to acquire an essential minimum in this area. The remainder of the 25,000 acres planned for early purchase are an aggregation of the acreage of parcels situated elsewhere throughout the park in strategic locations, surrounded by U.S. lands, which aggravate problems of administration and conservation involving poaching, hunting, mangrove cutting, and unscientific drainage.

The State of Florida's donation of lands and an additional $2 million for purchasing lands and the gifts by other friends of the park vested title in the United States to all the lands in the original park nucleus. The State of Florida has complied with the provisions of the act of July 2, 1958, as a condition precedent to the United States acquiring the remaining lands and waters within the authorized boundaries. This act authorized an appropriation of $2 million for the purchase of inholdings.

It is respectfully requested that the House committee disallowance be reconsidered and that the item be restored to the program.

Joshua Tree National Monument.—The 2,455 acres of inholdings in various ownerships which were proposed for purchase in the estimate, have an estimated value of $110,000. They are situated near monument roads, and are well suited for subdivision into 5- and 10-acre weekend desert homesites, in popular demand in this part of California. The usual "improvements" of the sites consist of unsightly shacks, without water and with primitive sanitary accommodations.

The clearing of sites often results in the cutting of the rapidly diminishing Joshua tree, a unique and spectacular member of the lily family, attaining heights up to 40 feet. The preservation of the Joshua trees, other desert plants and animals, and oases of Washingtonia palms, and the maintenance of the natural desert scene are seriously threatened by the 52,910 acres of private holdings interspersed throughout the monument.

The 2,455 acres of inholdings most suitable for development by private interests, are only 0.4 percent of the entire monument area, but they constitute administration and conservation problems exceedingly disproportionate to the area involved.

It is urged that the House committee disallowance be reconsidered and that the item be restored to the program.

NATIONAL PARK SERVICE

CONSTRUCTION (LIQUIDATION OF CONTRACT AUTHORIZATION)

(House hearings, pp. 706–730)

(Senate hearings, pp. 703–708)

Appropriation, 1963	$30,000,000
Estimate	30,000,000
House allowance	29,000,000
Restoration requested	----------

HOUSE REPORT

"The committee has allowed $29 million, a decrease of $1 million in the budget estimate and in the amount appropriated for 1962. This appropriation provides for liquidation of obligations incurred in the construction of parkways and roads and trails by the National Park Service under the contract authority provided in the Federal-Aid-to-Highway Act. The amount provided includes $2,793,800 for initiating construction of a zoo bypass in Rock Creek Park in the District of Columbia and $75,000 for initiating construction of roads and trails in the Lincoln Boyhood National Memorial, Ind.

"The committee has deleted the request of $213,200 for surfacing 32 miles of the C. & O. Canal towpath. As indicated above, the committee believes that construction in the C. & O. Canal area should be held in abeyance pending consideration of proposals by the Corps of Engineers to construct water resource projects on the Potomac River in this area.

"The committee has also deleted the $168,700 programed for buildings and utilities projects at Great Falls, Va. As the committee has indicated previously, this appropriation is not available for a campground and related construction except on a very restricted basis adjacent to parkways. All items of this nature should hereafter be budgeted under the 'Construction' appropriation.

"Also disallowed is the $250,000 proposed for initiating construction of trails, roads, and parking areas in the Virgin Islands National Park. The committee believes that the use of these funds should be restricted to areas of high visitor use until such time as higher priority items have been taken care of.

"The additional reduction of $443,100 imposed in the budget request can be met readily through slippage in the construction program. As of January 31, 1962, there was an unobligated balance of over $25 million out of the $38.4 million available for the current fiscal year."

JUSTIFICATION

The House committee deleted certain projects at three areas from the 1963 construction program. Of these, one was for surfacing 32 miles of the Chesapeake & Ohio Canal towpath in the amount of $213,200, and another was for construction in Virgin Islands National Park in the amount of $250,000. It is urged that these two program deletions be reconsidered and that the projects be restored to the programs. Each of the items for which restoration is requested is discussed specifically as follows:

Chesapeake & Ohio Canal National Monument, $213,200

Surfacing towpath.—Thirty-two miles of the Chesapeake & Ohio Canal National Monument towpath, at seven locations, were scheduled for resurfacing in the 1963 program. Only three of these locations, totaling 9 miles, are located within the area threatened by possible inundation by the proposed water resources project of the Corps of Engineers. With at least 130 miles of the canal lying outside the threatened area, no problem exists with regard to alternate locations for the resurfacing of these 9 miles.

Virgin Islands National Park, $250,000

Roads.—The North Shore Drive offers the most scenic vistas on St. John Island. The existing roads, designed for horse and donkey transportation, are passable only by jeeps or trucks and are quite hazardous. They cannot be closed to traffic and uncorrected hazards which might result in serious accidents are open invitations to costly tort claims against the Government. The proposed construction would be to low standard, and would have the primary objectives of reducing hazards and maintenance costs.

NATIONAL PARK SERVICE

General Administrative Expenses

(House hearings, pp. 730–739)

(Senate hearings, pp. 712–718)

Appropriation 1962	$1,581,000
Estimate	2,100,000
House allowance	1,900,000
Restoration requested	200,000

(P. 11, line 4)

Amendment requested:

Page 11, line 4, strike out "$1,900,000" and insert in lieu thereof "*$2,100,000*", the estimate, or an increase of $200,000 in the appropriation.

HOUSE REPORT

"The committee has allowed $1,900,000, an increase of $319,000 in the 1962 appropriation and a decrease of $200,000 in the 1963 estimate. The amount allowed includes provision for the transfer to this item of $383,000 for the salaries and expenses of certain positions currently being financed from construction funds. The committee action includes disallowance of the proposed establishment of a new division of international cooperation at a cost of $22,000. The present staff should be able to absorb any essential workload under this activity. The reduction reflects a disallowance of 25 of the proposed additional permanent positions."

JUSTIFICATION

The amendment restores the $200,000 reduction made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Departmental expenses	$1,005,830	$1,295,000	$1,174,830	$120,170
2. Regional offices expenses	575,170	805,000	725,170	79,830
Total	1,581,000	2,100,000	1,900,000	200,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$163,000
12	Personnel benefits	11,000
21	Travel and transportation of persons	7,000
22	Transportation of things	1,500
23	Rent, communications, and utilities	2,000
24	Printing and reproduction	5,000
25	Other services	4,500
26	Supplies and materials	2,000
31	Equipment	4,000
	Total	200,000

To provide for financing under this appropriation the Mission 66 staff, the Office of Program Coordination staff, and three positions in the Division of Information currently financed from construction funds

Departmental expenses	$34,000
Regional offices expenses	30,000
Total	64,000

When first established as organizational units, the Mission 66 staff and Office of Program Coordination were concerned principally with the formulation and execution of the Service's construction programs. Also, in the early days of Mission 66, the Division of Information had to be expanded by three positions

to handle the greatly increased workload brought about by the Mission 66 construction program. As the major part of the effort of the employees involved was concerned with the construction programs, their salaries and expenses were, and are now being, financed from construction and construction (liquidation of contract authorization) funds.

As the Mission 66 program has progressed, the portion of the overall effort of the Mission 66 staff and the Office of Program Coordination benefiting the construction programs has diminished and the portion benefiting all other programs has increased to the point where the construction programs are no longer the principal beneficiaries. The same is true with respect to the three positions in the Division of Information. Accordingly, the estimate requested an increase for the salaries and expenses of the positions involved in the general administrative expenses appropriation. The following statement shows the number of positions and the total amount required including general expense funds for financing the functions under the general administrative expenses appropriation:

Organizational unit	Number of positions		Fund requirements	
	Washington office	Regional offices	Washington office	Regional offices
Mission 66 staff	8		$90,000	
Office of Program Coordination	10	19	90,000	$180,000
Division of Information (portion)	3		23,000	
Total	21	19	203,000	180,000

The House committee report states that "The amount allowed includes provision for the transfer to this item of $383,000 for the salaries and expenses of certain positions currently being financed from construction funds." While as indicated in the foregoing, $383,000 is the amount required for the salaries and expenses of the 40 positions now financed from construction funds but which should be financed from general administrative expenses funds, and is the amount requested as an increase for the purpose in the budget estimate, the total increase in the appropriation provided in the House allowance is only $319,000. This total increase is $64,000 short of the amount required to finance the 40 positions, the other increases requested in the estimate notwithstanding. The last sentence of the committee report under this item states "the reduction reflects a disallowance of 25 of the proposed additional permanent positions." As the budget requested a total increase of 50 positions, 40 of which were to be transferred from the construction appropriation and 10 of which represented a staffing increase, the effect of this provision of the committee report would be to disallow all 10 of the new positions and 15 of those to be transferred.

It is urgently requested that favorable consideration be given to restoration to the bill of $64,000, and to elimination of the provision disallowing 15 existing positions which are essential to the proper and efficient functioning of the Washington and regional offices, but which are proper for financing under the general administrative expenses appropriation in order that such staffing may be properly financed in the future.

Ten additional positions needed to meet the increased administrative workload, including general expense funds

Departmental expenses	$65,500
Regional office expenses	34,500
Total	100,000

The new positions requested under this heading but eliminated from the budget by House action and the amount required for salaries and general expenses are as follows:

	Washington office	Regional offices
Division of Safety:		
Assistant safety officer, GS-13; statistical clerk, GS-6	$20,000	
Field safety officer, GS-13 (2); clerk-stenographer, GS-5 (2)		$34,500
Division of Personnel: Assistant training officer, GS-12	11,000	
Division of Budget and Finance: User charges officer, GS-13	12,500	
Division of International Cooperation: Chief of Division, GS-15; clerk-stenographer, GS-6	22,000	
Total	65,500	34,500

Division of Safety.—The Service's safety staff now consists of a safety officer and a secretary in the Washington office. With this limited staff it is not possible to formulate and implement a fully effective safety program throughout the Service.

Accidents and fires involving Service employees, Government property, visitors, and contractor and concessioner operations and personnel result in unnecessarily large annual losses, not only in money, but in efficiency, morale, and suffering, and in maintaining good public relations. For the calendar year 1960, the direct total loss to the Service was $436,604. This figure does not include losses suffered by the concessioners, contractors, or the public. The indirect losses from accidents and fires such as the cost of accident investigation, processing of tort claims, etc., are considered to be from two to four times greater than the direct losses.

It is impossible at the present time for the chief safety officer to spend any time in the formulation and administration of an effective safety program throughout the Service. All of his time is now spent in handling current policy, technical, and miscellaneous matters relating to the numerous operations and activities. The tremendous increase in visitor use of the parks, the Mission 66 program, and other activities such as boating, camping, and winter use, have resulted in a tremendous workload for one man even in the handling of current matters.

To provide a minimum of badly needed safety personnel, this estimate proposed the addition of an assistant safety officer and a statistical clerk to the Washington office staff and the establishment of safety staffs in two of the regional offices; one to serve the eastern park areas and one to serve the western areas. The two regional staffs would consist of two positions each—a safety officer and a secretary. This additional staffing for an effective safety program is long overdue.

Division of personnel.—The additional training officer position requested is vitally needed to assist the training officer, GS-13. The passage of the Government Employees Training Act of 1958 (Public Law 85-507) has generated considerable additional workload for the training officer and this increase in volume unquestionably will continue to mount. The training officer, unassisted, has not been able to set up guidelines for a formal program under the Government Employees Training Act or to do other things which would make use of the provisions of the training act more effective. These things include an intensive and continuing study of training needs which could be met through use of outside facilities, reports on these needs, and establishing criteria for the selection of employees to receive the benefits of training in outside facilities. The additional training officer position requested would provide more nearly adequate leadership and assistance in management development, supervisory training, instructor training, orientation, safety training, etc., which are vital for the improvement of the career service of the bureau. It is impossible for the training officer, unassisted, to plan and execute a training program for a bureau of the size and complexity of the National Park Service. The pressures on the single training officer are mounting steadily and there are many demands on his time which he simply cannot meet.

With the additional position requested, it would be possible to do the following which now cannot be done:

(1) Work up formal orientation programs for the Washington office and pattern programs and guidelines for field offices.

(2) Develop manuals for supervisors to use in orientation training and in developing their staff members.

(3) Plan and conduct supervisory training sessions. (Considerable progress has been made on executive training and management training, but nothing at all has been done on supervisory training and this is one of the greatest needs.)

(4) Make field visits to advise on and assist in and evaluate park training programs.

(5) Assist the training officer in conducting management seminars. (Hitherto this has of necessity been a one-man job. Management seminars, properly conducted, involve a tremendous amount of planning and detail. It is too much to expect one man to handle, along with the other work a training officer necessarily must do.)

(6) Provide coverage and continuity here in Washington when the training officer is in the field, as he should be a considerable portion of the time.

Division of Budget and Finance.—One of the items in the President's special message to the Congress of February 23, 1961, on natural resources had to do with fees and other user charges at all types of Federal natural resources projects and areas. Even before the date of the President's message on natural resources, this Service had under consideration the need for a comprehensive review of its visitor fee system in the light of the many additional services and facilities that have been provided in the parks under Mission 66, and the need to intensify its day-to-day review of the system following whatever changes that may result from a comprehensive study. The House committee report on page 8 stated that "the committee is concerned at the failure of the National Park Service to take appropriate steps to increase revenues."

Through the years the Service has adhered to a policy of not charging visitor fees in a park until adequate services and facilities have been provided to warrant such action. Adequate services and facilities are now available, or soon will be available, in many of the existing parks where no fees are now charged. As new parks are added to the system, full consideration and study should be given to the charging of appropriate visitor fees. The fees being charged in the various parks should be constantly reviewed to insure that they are fair and equitable, are in accordance with governing policies and principles, and that the full revenue potential is being realized within the governing policies and principles.

The staff functions incident to management of the Service's fee system are now being handled in the immediate office of the Chief of Budget and Finance. No special staff has been provided for this function, the workload incident to which is expected to increase substantially as time goes on. Aside from the continuing study and review that are required to keep the fee system up to date, there is also a heavy workload of correspondence to be handled, as well as oral inquiries concerning the fees that are being charged. To intensify efforts to realize the full revenue potential and to insure the charging of just and equitable visitor fees the estimate requested funds for the establishment of a user charges officer position to assist the Chief of Budget and Finance in carrying out this important function.

Division of International Cooperation.—As the accepted historical and natural leader in national parks and related economic, conservation, and scientific activities, the National Park Service has responsibilities that have come about automatically which extend throughout the world. In the past, the Washington Office of the Service has divided the resultant workload among its various organizational units. This practice has had to be accepted as the best that could be done within the limitations of funds and personnel. In recent months, however, the volume has become so great that the proposal to establish an office for the purpose has been thoroughly studied following which a skeleton office has been set up on a pilot basis.

The estimate proposed the firm establishment of such an organizational unit in the Washington Office to handle this important function and thus relieve the other organization units of workload that impedes the accomplishment of the functions for which they are basically responsible. The personnel of the new office must be thoroughly informed on all matters pertaining to the philosophy, objectives, and activities of the National Park Service, including economic values, physical facilities, legislation, planning, development, operations, organization structure, and benefits and use. The personnel must be competent to conduct foreign relations work effectively and efficiently in order to best serve the world interests of the United States. The office would coordinate

National Park Service operations with related operations of American as well as of foreign national and international agencies. The operations of the organizational unit would be tailored to fit within the framework of the programs of the Department of State and the Agency for International Development. To establish the organizational unit, this estimate provided for the position of a chief (GS–15), and a secretary (GS–5). If the unit is not provided for, the workload will have to be handled, on a less than efficient and satisfactory basis, by other organizational units at the expense of depressing the progress of other programs.

Increased administrative printing requirements

Departmental expenses	$5,000

There has been no increase in the amount provided for administrative printing during the last 10 years. The increased cost of printing and the materials required therefor that have taken place during that period, coupled with increased requirements of printed material incident to the Service's expanded operations, have rendered the present printing allowance of $25,000 inadequate. Administrative printing costs under this appropriation for the 1961 fiscal year totaled $28,932 during which period it was necessary to charge some of such costs to program funds in order to satisfy requirements. The increase of $5,000 requested but eliminated by House action is essential if the administrative printing needs of the Service are to be met.

Increased general expense funds for present staff

Departmental expenses	$15,670
Regional office expenses	15,330
Total	31,000

Periodic within-grade promotions, increases in per diem and mileage rates, the necessity of absorbing a portion of the salary-increase costs authorized by Public Law 86–568, and position reallocations brought about by increased responsibilities incident to the expanded programs have progressively reduced from year to year the amount available under this appropriation for general expenses. The situation forces the charging of some travel and other costs to program funds that properly are for financing as general administrative expenses. With the expanded operations, personnel turnover has increased substantially with the result that the number of Washington office vacancies filled by transfer of field employees has risen, thereby increasing travel and transportation costs. An example of such an item was the recent transfer of an employee from Yosemite National Park to the Washington office at a total cost of $1,712. The amount requested in this estimate must be provided if the Service is to discharge adequately its administrative responsibilities and if program funds are not to be used for general administrative purposes.

It is urged that favorable consideration be given to restoring all of the foregoing items to the budget.

NATIONAL PARK SERVICE

ADMINISTRATIVE PROVISIONS

(House hearings, pp. 739–741)

(Senate hearings, pp. 719–720)

(P. 11, lines 8 and 10)

Amendments requested:

(1) Page 11, line 8, strike out the following: "thirty-five" and insert in lieu thereof the following: "fifty-nine".

(2) Page 11, line 10, after the word "fifty" insert the following: "-seven".

HOUSE REPORT

The House report made no statement concerning this item.

JUSTIFICATION

House action on the bill eliminated 24 of the 34 additional vehicles proposed in the budget. Seven of the twenty-four vehicles eliminated are police type, which exceed by $300 each the general purchase price limitation for the current fiscal year.

The increases proposed in the budget are for the following purposes:

New parks added to the system	6
Recently established parks for which vehicles have not been provided	5
New training center at Harpers Ferry National Monument, W.Va	2
U.S. Park Police	4
Police-type vehicles for other parks	10
For other protection, administrative, and interpretive functions in currently established parks	7
Total	34

The addition of new miles of roads and parkways; of new campgrounds, amphitheaters, visitor centers, entrance stations, etc., under the Mission 66 program creates the need for additional ranger, interpretive, and administrative personnel. Such personnel is being provided for through appropriation increases. The availability of passenger-carrying vehicles is a prime requisite for the effective performance of many of such employees. Also, the addition of new parks to the system brings about a need for additional passenger motor vehicles. It is essential that the 34 additional vehicles requested, including the special police-type vehicles, be provided to properly adminster the new parks that have been and are being established; equip the U.S. Park Police and the new training center; patrol new sections of the parkways that are being opened; and protect the park features and visitors because of the increased use and the extension of the visitor season.

OFFICE OF TERRITORIES

TRUST TERRITORY OF THE PACIFIC ISLANDS

(House hearings, pp. 977, 979, 1004–1034, 1049–1051)

(Senate hearings, pp. 294–317)

Appropriation, 1962	$6,304,000
Estimate	10,000,000
House allowance	6,600,000
Restoration requested	3,400,000

(P. 13, line 8)

Amendment requested:

Page 13, line 8, strike out "$6,600,000" and insert in lieu thereof "$10,000,000", the estimate or an increase of $3,400,000 in the appropriation.

HOUSE REPORT

"The committee has allowed $6,600,000, an increase of $296,000 in the 1962 appropriation, and a decrease of $3,400,000 in the budget request. The amount recommended is the maximum authorized under the current annual monetary limitation of $7,500,000 after taking into consideration the estimated transfer in 1963 of $900,000 from the Department of Navy to finance a portion of the cost of administration of the Saipan district. This district is to be transferred to the Department of Interior from the Navy on July 1, 1962. The committee will give consideration to additional requirements for administration of the trust territory as soon as pending legislation is passed amending the current monetary authorization."

"The committee has approved a proposed reprograming of the 1963 request to permit the use of $200,000 in connection with the administration of the Saipan district which was not contemplated at the time the budget esimates were prepared."

JUSTIFICATION

The amendment restores the reduction of $3,400,000 made by the House in the budget estimate, the amount being for the following:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. High Commissioner's Office	$71,400	$92,000	$92,000	
2. Judiciary	86,100	87,000	87,000	
3. Grants	6,146,500	9,821,000	6,421,000	$3,400,000
Total	6,304,000	10,000,000	6,600,000	3,400,000

There is a pressing need to correct deficiencies in the programs of the trust territory notwithstanding the present limitation on the amount authorized to be appropriated annually.

We request that the reduction of $3,400,000 be restored to enable the trust territory to continue its programs to—

(*a*) Accelerate replacement of the rapidly deteriorating physical plant, most of which are remnants from the World War II period, and have become year-by-year increasingly costly to keep in service at all.

(*b*) To build more and better schools and physical facilities in order to insure that all Micronesian children have a suitable physical plant in which to become educated properly

Some $2,149,000 of the reduction was for the construction purposes outlined above, plus construction of new medical facilities and improved airfields, harbors, and other transportation and building facilities. Operation and maintenance of physical plant costs would increase $450,000. In addition, $400,000 is needed in order to upgrade the quality of the teaching personnel and to start secondary schools at Palau and Truk, plus the establishment of a 2-year teachers college at the Pacific Islands Central School. Another $339,000 is needed in order to accelerate economic development so as to provide greater employment to the Micronesians.

There is pending in the Congress a bill, S. 2775, which the Senate has already passed and which would increase the present authorization of $7,500,000 for appropriations to the trust territory sufficiently to more than encompass the entire $10 million budget requested for fiscal year 1963.

The entire restoration request will be expended under object class 41, "Grants, subsidies, and contributions."

GEOLOGICAL SURVEY

Surveys, Investigations, and Research

(House hearings, pp. 471–539)

(Senate hearings, pp. 323–347)

Appropriation, 1962	$49,820,000
Estimate	59,900,000
House allowance	56,100,000
Restoration requested	3,800,000

(P. 15, lines 15 and 23)

Amendments requested:

(1) Page 15, line 15, after "(72 Stat. 837);", insert the following: "conduct investigations of marine geology and hydrology;"

(2) Page 15, line 23, strike out "$56,100,000" and insert in lieu thereof "$59,900,000", an increase of $3,800,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $56,100,000, an increase of $6,280,000 in the 1962 appropriation, and a decrease of $3,800,000 and 183 permanent positions in the 1963 estimates. * * *

"The committee has disallowed the proposed establishment of a new Institute of Water Research to be financed by transfer of basic research projects from

the water resources investigations activity in the amount of $900,000 and a budget increase of $1,900,000. Although the committee fully appreciates the importance of basic research in the field of water, it does not believe that there has been adequate time to fully develop the expanded program and to assure that there will be complete coordination and a lack of any duplication with the work being performed by the numerous other Federal agencies in the general field of water research. In this connection, it was not possible for the agency to furnish the committee at this time data on the work being performed or expenditures by other Federal agencies in this field pending the completion of a current study by a committee under the auspices of the President's science adviser and the Federal Council of Science and Technology. It is believed desirable, therefore, to defer this matter until more complete information is available for appraisal.

"The committee has allowed $500,000 of the proposed increase of $1 million for research on geologic and hydrologic processes in oceanic areas. With a current base of $425,000, this allowance will make a total available of $925,000. This appears to be all that is warranted for expansion of this program pending extension of the Bureau's authorization for work in this area.

"The committee has allowed $100,000 for planning the proposed nuclear research building at Denver, Colo., but has deferred consideration of the construction estimate until fiscal year 1964. The committee questions the need for a building for this purpose at a cost of $900,000 and expects that the agency will make every effort to design a less expensive building."

JUSTIFICATION

Explanation of amendment (1).—The amendment is needed to clarify the availability of the appropriation for investigations of marine geology and hydrology, as authorized by the organic act of 1879 (43 U.S.C. 31) directing the "examination of the geological structure, mineral resources, and products of the national domain." The extension of such work seaward from the land seems to be clearly authorized by the Outer Continental Shelf Act, 43 U.S.C. 1332(a): "It is hereby declared to be the policy of the United States that the subsoil and seabed of the Outer Continental Shelf appertain to the United States and are subject to its jurisdiction, control, and power of disposition as provided in this Act"; and 43 U.S.C. 1340: "Any agency of the United States and any person authorized by the Secretary may conduct geological and geophysical explorations in the Outer Continental Shelf, which do not interfere with or endanger actual operations under any lease maintained or granted pursuant to this Act, and which are not unduly harmful to aquatic life in such area."

The work on marine geology and hydrology proposed for the Geological Survey for 1963 will be largely concentrated in the estuarine, nearshore, and Continental Shelf and slope areas. However, some of this work will extend to the deeper ocean floors. This is because the development of full understanding of the natural processes that govern the formation of sedimentary rocks and related mineral deposits requires a limited amount of work in the deeper waters.

Explanation of amendment (2).—The amendment restores the reduction of $3,800,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
(a) Topographic surveys and mapping	$16,910,000	$19,500,000	$19,500,000	
(b) Geologic and mineral resource surveys and mapping	13,420,000	15,020,000	15,020,000	
(c) Marine geology and hydrology		1,000,000	500,000	$500,000
(d) Water resources investigations	14,125,000	14,530,000	15,430,000	[1] −900,000
(e) Institute of Water Research		2,800,000		2,800,000
(f) Soil and moisture conservation	185,000	185,000	185,000	
(g) Conservation of lands and minerals	3,724,000	4,065,000	4,065,000	
(h) General administration	1,456,000	1,700,000	1,700,000	
(i) Special-purpose building		1,100,000	100,000	1,000,000
Committee reduction in travel, supplies, and materials and equipment			−400,000	400,000
Total	49,820,000	59,900,000	56,100,000	3,800,000

[1] To be transferred to the Institute of Water Research, as proposed in the budget.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$1,225,000
12	Personnel benefits	80,000
21	Travel and transportation of persons	280,000
22	Transportation of things	30,000
23	Rent, communications, and utilities	185,000
24	Printing and reproduction	100,000
25	Other services	220,000
26	Supplies and materials	165,000
31	Equipment	515,000
32	Lands and structures	1,000,000
	Total	3,800,000

Marine geology and hydrology.—Restoration is requested of the $500,000 disallowed by the House for "Marine geology and hydrology." The House recommended that the $500,000 which was allowed would, when added to the current expenditure of $425,000, make available a total amount that would be sufficient for this program. The estimated expenditure of $425,000 in the general area this year is in support of offshore extension of land-based geologic and hydrologic studies which require offshore activity for their solution. These activities would continue as parts of subactivity programs in "Geologic and mineral resource surveys and mapping" and "Water resources investigations." Hence, only $500,000, rather than $925,000, would be available to develop a formal program of research in marine geology and hydrology in fiscal year 1963. This is less than one-sixth of the amount that the Interagency Committee on Oceanography of the Federal Council for Science and Technology recommended the Survey undertake in fiscal year 1963, a recommendation fully endorsed by the Federal Council. A research program of this highly technical nature requires a heavy initial outlay for facilities and specialized equipment. The $1 million originally requested would provide for minimal facilities and equipment on the east and west coasts. It would be possible to conduct a limited program on only one coast with the amount allowed by the House.

Staffing the fully restored program of marine geology and hydrology will require 20 positions over the House allowance.

Institute of Water Research.—Restoration of the $1,900,000 (including 163 permanent positions), plus transfer of $900,000 from "Water resources investigations," as proposed for the Institute of Water Research is strongly urged. As stressed by the President in his message on conservation, the Institute would be established to "conduct basic research on surface and ground waters to develop fundamental principles and facilitate improved translation of scientific information into water management practices."

Water problems are increasing in number and complexity. New questions which require scientific research are arising more rapidly than they are being answered. Recognizing this lag in water research, the Senate Select Committee on National Water Resources pointed out that "the Federal Government can make one of its greatest contributions to water-resource development through stimulation of necessary research to guide future progress." The Institute of Water Research would follow up that committee's specific recommendation that "the Federal Government should undertake a coordinated research program on water." The urgency of the necessary research effort militates against further delay in undertaking programs of this character.

Despite tremendous growth in water requirements, water use, and water problems, no instiution anywhere in the world is devoted solely to fundamental research in water science. Many agencies conduct studies directed to specific water problems that relate to their particular responsibilities, such as studies of the efficiency of methods of water use in agriculture, the effectiveness of flood-control measures, or the relations of water quality to health. But water problems are interrelated—the solution of one may create another. For example, the development of new ground water sources may seriously reduce the flow of a nearby river by intercepting ground water in transit to the river channel. It is important, therefore, that those concerned with the development and management of water supplies be furnished basic knowledge of the entire physical and hydrologic framework within which water moves so that the consequences of any water development or conservation measure may be predicted.

The Geological Survey is singularly well qualified to provide a framework of fundamental water knowledge. It has hydrologists, hydraulic engineers, geologists, chemists, geophysicists, and scientists of many specialized fields with the tradition, training, and broad responsibility to undertake this task.

To provide an adequate framework of fundamental water knowledge—the Geological Survey's essential responsibility in the field of water resources—basic research must be broadened and strengthened. Many notable advances of modern times have come only after months or years of painstaking exhaustive research—exploration of outer space, development of polio vaccines, and the peaceful use of the atom, to name a few. The same need for research in the water field has not gained an appropriate degree of recognition. Water research has lagged because it has not received adequate financial or moral support and has not been able to attract its share of topflight research scientists. The proposed Institute of Water Research would be devoted solely to water science and only to research. A research effort so organized would enable this sorely neglected segment of our scientific frontier to achieve the attention and status it needs.

Since mid-1956, the Geological Survey has been making a special effort to assess the total water situation in the United States, to define unsolved scientific problems, and to specify fields of essential research. Aided by participation in the work of the special Subcommittee on Water Research appointed by the Federal Council on Science and Technology, the Geological Survey has carefully defined its particular responsibilities in the general field of water research and its responsibilities in relation to those of other agencies. Its research proposals are well planned and they are not duplicated elsewhere.

Special-purpose building.—The Survey's budget for 1963 provided for $1,100,000 to design and construct a special-purpose laboratory building, at the Denver Federal Center, to house facilities for research in isotope geology and hydrology involving unusual levels of nuclear radiation. The House allowed $100,000 for design of the building but deferred consideration of the remaining $1 million until 1964.

If provision is made for construction in fiscal year 1963 it is expected that design will be completed and a contract awarded for construction near the end of 1963. If provision is not made for construction until 1964, the delay will further handicap the Survey's work involving radioisotopes. In addition to the Survey's planned program of nuclear application to geologic and hydrologic research, there are commitments to the Atomic Energy Commission for special research projects. Studies of the behavior of radiocontaminants in surface and ground water are required to maintain pace with military and civilian developments in the uses of atomic energy. An item of equipment needed for these and related projects is a neutron generator; and its proper operation requires special shielding in surrounding walls. This is offered as a single example of the relationship between the Survey's planned program and its needs for a special-purpose building.

The Survey will exert every effort to achieve economical design consistent with the specialized construction required.

Committee reduction in travel, supplies and materials, and equipment.—There is complete agreement that strict control over expenditures for such objects as travel, supplies and materials, and equipment should be maintained at all times. Restoration of the 5-percent reduction in these objects is sought in order to provide proper support for the field and laboratory investigations and permit the Survey to proceed with its planned equipment purchases which will achieve significant product improvement and cost reductions.

Equipment requirements for 1963, substantially above 1961, are to outfit the additional personnel needed for an expanded program, and to take advantage of technological developments for research and automatic processing. It is the policy of the Geological Survey to free its professional staff for professional work through the use of equipment wherever possible. As an example, a recently perfected instrument will remove relief distortions from aerial photographs, improving accuracy and achieving significant reduction in costs through savings in the time required to make map revisions. Another example is digital water-stage recorders which eliminate the need for manual collecting and computing of data.

The requested funds for travel are to carry out the field investigations and the collection of basic data necessary to implement our programs. Increased travel costs result in part from the recently approved increase in per diem rate, and in part from the nature of the field investigations. Support of Survey programs

inevitably involves extensive travel for field investigations, including use of GSA-pool automobiles in local fieldwork. Restriction on travel by these employees would curtail productivity.

The fiscal year 1963 estimate for supplies and materials is $548,000 (27 percent) over fiscal year 1961 actual obligations. However, fiscal year 1961 purchases of map paper were curtailed to effect an inventory reduction. Adjusting that item to actual utilization, the fiscal year 1963 estimate is only 21 percent over fiscal year 1961, and thus is commensurate with the increment in personnel compensation.

BUREAU OF MINES

CONSERVATION AND DEVELOPMENT OF MINERAL RESOURCES

(House hearings, pp. 865–924)
(Senate hearings, pp. 191–214)

Appropriation 1962	$24,800,000
Estimate	27,000,000
House allowance	26,550,000
Restoration requested	263,000

(P. 17, line 8)

Amendment requested:

Page 17, line 8, strike out "$26,550,000" and insert in lieu thereof "$26,813,000", an increase of $263,000 in the appropriation.

HOUSE REPORT

"The committee has allowed an appropriation of $26,550,000, an increase of $1,750,000 in the 1962 appropriation, and a decrease of $450,000 in the budget estimate.* * *"

"* * * The committee has disallowed the proposed increase of $187,000 and 17 permanent positions to expand oil shale research. Effective use of the $733,000 allowed for continuation of this research should be adequate for fiscal year 1963."

"It was testified by the new Office of Coal Research, as discussed below, that it has received many meritorious contract proposals to develop new methods of mining, preparing, and utilizing coal. As the Bureau of Mines has well qualified personnel and adequate facilities available for coal research, the committee directs that not less than $500,000 of the $8,256,000 provided in the bill for bituminous and anthracite coal research be reprogramed to undertake some of these high priority projects. It is believed that the Bureau can readily curtail and defer some of the longrun research projects which it has had underway for several years without any serious loss in order to permit it to undertake some of these new shortrun projects which appear to have great promise for the coal industry. It is requested that the Bureau furnish a statement of its reprograming to the committee by July 1, 1962."

JUSTIFICATION

The amendment restores $263,000 of the $450,000 reduction made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Bituminous coal	$7,131,000	[1] $7,214,000	$7,214,000	
2. Anthracite coal	992,000	1,042,000	1,042,000	
3. Petroleum, natural gas and oil shale	3,271,000	3,458,000	3,271,000	
4. Minerals and metals	13,040,000	14,786,000	14,786,000	
5. Foreign mineral activities	366,000	500,000	500,000	
Committee reduction in travel supplies and materials, and equipment			−263,000	263,000
Total	24,800,000	[1] 27,000,000	26,550,000	263,000

[1] Excludes $267,000 for activities transferred in the estimate to "Health and safety, Bureau of Mines."

A breakdown of the restoration by objects of expenditure follows:

21	Travel and transportation of persons	$34,000
26	Supplies and materials	88,000
31	Equipment	141,000
	Total	263,000

Travel, supplies, materials, and equipment—Unless the reduction of $263,000 made by the House is restored, the Bureau will be unable to fully carry out its planned conservation and development of mineral resources programs because travel, supplies, materials, and equipment are vital elements of such types of programs.

In the report the committee states that it believes that the exercise of stricter controls over travel, supplies, materials, and equipment would result in significant economies without diminishing the effectiveness of carrying out the required programs. The committee's concern for economies in expenditures under these objects is appreciated in full by the Bureau. With respect to this situation the Bureau is presently subjecting all travel requests to close scrutiny and is making every attempt to eliminate travel not essential to the Government's best interests. Furthermore, in considering the estimated increase in travel costs for 1963 over 1961, it should be noted that the 1963 request reflects a total increase under this appropriation of about 19 percent over actual obligations for 1961. Also, the 1961 actual figures do not reflect the additional travel costs pursuant to Public Law 87-139, 87th Congress.

The Bureau feels that travel by engineers and scientists to maintain effective contact with other researchers in their respective fields and to establish proper liaison among Bureau scientists in conducting research programs at some 22 research centers and laboratories scattered throughout the United States are requirements of modern-day research and should be encouraged. In addition, considerable travel must be performed in conducting research and investigations and testing at mine sites and in oilfields remotely removed from field headquarters areas.

In the matter of supplies, materials, and equipment, it must be remembered that the Bureau is proceeding to carry out a "crash" program on materials research. This type of research with its extreme range of temperature and pressure and high concentration of erosive or corrosive substances in gaseous, liquid, or solid forms tends to shorten the useful life of scientific equipment. Obsolescence is further hastened by new technical developments which in recent years have made substantial reequipping a usual rather than an unusual requirement. The cost of replacing obsolescent scientific equipment and acquiring new items of advanced design continues to rise as increased manufacturing costs are of necessity passed on to the consumer. There is an urgent need for restoration of these funds to provide Bureau researchers with the proper tools in order that their talents and experience can be directed more profitably and effectively toward creative research.

Bituminous and anthracite coal research.—In the House report the committee directed that not less than $500,000 of the $8,256,000 provided in the bill for bituminous and anthracite coal research be reprogramed to undertake some of the high-priority projects listed by the Office of Coal Research. The committee further requested that the Bureau furnish a statement of its reprograming by July 1, 1962.

Although the Bureau of Mines would be pleased to review its programs at this time to substantiate that there is no overlapping between its programs and Office of Coal Research programs, it should be emphasized that the programs of both the Office of Coal Research and the Bureau of Mines are under constant review in order to select projects of highest priority for budgeting. As a typical example of how rapidly changes in program emphasis occur, since the budget of OCR was presented, a draft report by Booz, Allen, Hamilton, which was produced as a result of the first contract of OCR, has identified proposed areas of research different from those presented to this committee by OCR. This report recommends research on projects, many of which are included in the program which the Bureau of Mines has submitted to this committee. Of the seven technical projects recommended by the draft report, four are already included in the Bureau of Mines program and in amounts much greater than the $500,000 recommended by the committee. In this connection, it should be emphasized that the research program of the Bureau of Mines contains many short-range as well as long-range projects. In contrast, the programs of OCR

are to be directed toward short-range programs that can develop significant coal markets quickly and the work is to be done under contract rather than by using its own facilities as is done by the Bureau of Mines.

In view of the fact that the Bureau already has included in its program four of the seven projects recommended in the report by Booz, Allen, Hamilton, it is felt that the direction of the House committee is both restrictive and unnecessary.

BUREAU OF MINES

DEVELOPMENT AND OPERATION OF HELIUM PROPERTIES

(House hearings, pp. 963–976)

(Senate hearings, pp. 238–239)

Borrowing authority, 1962	$10,000,000
Estimate	20,000,000
House allowance	6,000,000
Restoration requested	14,000,000

(P. 19, line 1)

Amendment requested:

Page 19, line 1, strike out "$6,000,000" and insert in lieu thereof "$20,000,000", the estimate, or an increase of $14,000,000 in borrowing authority.

HOUSE REPORT

"The committee recommends an additional borrowing authority of $6 million, a decrease of $4 million in the borrowing authority provided for the current fiscal year, and a decrease of $14 million in the budget request."

"This program, authorized by the Helium Act amendments approved September 13, 1960, provides for the conservation of helium now going to fuel markets as noncombustible components of some natural gases. Under the program private industry is being encouraged to finance, construct, and operate up to 12 plants for the production of helium which will be purchased by the Government under long-term contracts. Helium so acquired will be stored in the Government-owned Cliffside gasfield near Amarillo, Tex., until needed to meet demands. The borrowing authority will be used to finance payments under these contracts. To date, the Department has entered into four such contracts for the purchase of an estimated 62 billion cubic feet of helium over a 22-year period. As these plants are still under construction and will be in operation for only a portion of fiscal year 1963, it is now estimated that helium purchases will total only about $25.5 million. With the availability of income from helium sales, a borrowing authority of only $16 million will be needed, of which $10 million is currently available."

"The budget proposed the construction of a new administration building for helium operations at Amarillo, Tex., at a cost of $1,500,000. The committee believes that the present facilities, together with the rental of such private space as may be necessary, should be adequate to house the headquarters."

JUSTIFICATION

The Bureau of Mines strongly appeals the reduction (from $20 million to $6 million) in borrowing authority to sustain the Government's helium conservation program through fiscal year 1963. We respectfully request the restoration of the full amount of $20 million, which we believe is required to assure the financial integrity of the program.

A program of this kind, involving contracts with private industry, should have adequate financing to enable the Government to meet its financial obligations on time under any conceivable circumstances. This requires that adequate financing should be available to cover reasonable contingencies in the program as well as to meet estimated obligations which would be incurred in the absence of such contingencies. Such financial integrity can be achieved with adequate borrowing authority without any attendant increase in the cost of the program, because the borrowing authority will be utilized only as required to meet actual obligations.

The need for adequate borrowing authority to cover reasonable contingencies in the program is particularly great in fiscal year 1963, because it is in this first year

of the program that the greatest inherent uncertainty exists in the estimated income and expenditures in the program. Depending upon the effect of a recent price increase upon helium sales and the time required by the private plants to achieve initial operations, the Bureau of Mines estimate of income for fiscal year 1963 might be overstated by $3 or $4 million, and the estimate of expenditures understated in a similar amount. There is a further contingency, which will extend from year to year, that the enactment of appropriation acts providing subsequent additional borrowing authority will be delayed beyond July 1.

Borrowing authority in the amount of $6 million would enable the Bureau of Mines to meet its estimated obligations in fiscal year 1963, but it would not be adequate to cover as well any one of the above contingencies, much less any cumulative combination thereof.

The Bureau of Mines could accommodate a deficiency of funds in the program in fiscal year 1963 by refusing to begin purchases of helium from the private plants at a date earlier than that which would permit deliveries of only such volumes of helium as may be adequately financed. Such an accommodation, if necessary, could be achieved only with an attendant reduction in the volume of helium saved from wastage in fuel gases. Moreover, such an accommodation could be achieved only in the first year of the program. A deficiency of funds in future years would make it impossible for the Bureau of Mines to pay its bills on time.

The Bureau of Mines appreciates the desire of the Congress to maintain year-to-year fiscal surveillance over the program, but we respectfully suggest that such control can be achieved without such a tight rein as is indicated by the reduction in the borrowing authority requested in fiscal year 1963. The budget for the helium program is reviewed annually by the appropriation committees, and the Secretary of the Interior must report annually to the Congress on the progress and expenditures in the program. Any excess borrowing authority provided to cover expenditures shall not be used unless and until it is needed to carry out the program objectives as approved by the Congress. Even if there should never be an occasion to use it, some excess borrowing authority shall always be needed to assure the financial integrity of the program. In fiscal year 1963, we believe the amount of this excess borrowing authority should be $14 million, bringing the total amount of needed borrowing authority to $20 million. In future years, when the pattern of income and expenditures becomes more clearly established, the degree of uncertainty with respect to contingencies will diminish, and the amount of excess borrowing authority required to assure the financial integrity of the program will be reduced accordingly.

The Bureau of Mines also wishes to request restoration of the $1.5 million for construction of a helium administration building at Amarillo, Tex. Although there are suitable prospective alternatives, such as consolidation of the presently scattered offices into space leased in a single building, there is no alternative that would achieve the desired consolidation, and the resultant efficiencies in administration, as well and as economically as the construction of a helium administration building for this purpose. We believe it is unreasonable to believe that comparable space could be leased for a period of 20 years or longer for less than it would cost to build and maintain a building designed to meet our specific needs.

The proposed building would house the offices of the General Manager, Helium Operations, and four divisions of the helium activity under his immediate supervision. This field headquarters organization presently consists of 148 engineers, accountants, clerks, and supervisory personnel, employed in long-range planning, procurement, accounting, fiscal disbursements, and other technical, administrative, and management functions. We estimate that it will grow to about 212 persons by 1970 (about midway in the conservation program now authorized). Present offices are scattered in rented space on five floors of one building in Amarillo, rented space in a building four blocks away, and in three separate buildings on the grounds of the Amarillo Helium Plant 8 miles away. Such a dispersal of interrelated offices and administrative functions imposes unavoidable inefficiencies upon the administration of the helium program, arising out of poor communications and ineffective manpower utilization.

The Bureau of Mines has tried unsuccessfully for a number of years to remedy this situation (either by constructing a building of its own or by leasing consolidated space). The impact of the helium conservation program has made the problem extremely acute and urgent.

In view of the foregoing factors, the Bureau of Mines respectfully requests reconsideration of the reductions and restoration of the amounts requested in order that the helium conservation program may be carried on in a manner to discharge fully the responsibilities of the Bureau of Mines under the Helium Act to prevent waste of this vital resource.

OFFICE OF MINERALS EXPLORATION

SALARIES AND EXPENSES

(House hearings, pp. 743–768)

(Senate hearings, pp. 587–590)

Appropriation, 1962	$750,000
Estimate	1,000,000
House allowance	750,000
Restoration requested	250,000

(P. 19, lines 18 and 19)

Amendment requested:

Page 19, line 18, strike out "$750,000" and insert in lieu thereof "$1,000,000", an increase of $250,000 in the appropriation.

Page 19, line 19, strike out "$213,600" and insert in lieu thereof "$230,000", an increase of $16,400 in the allowance for administrative and technical services.

HOUSE REPORT

"The committee recommends an allowance of $750,000, the same as the 1962 appropriation and a decrease of $250,000 in the budget estimate. This program provides for Government loans to private industry for discovery of mineral reserves. The Government contributes not more than 50 percent of the cost which is repaid with interest if the exploration is successful.

"The committee wishes to reiterate its position that emphasis should be placed on providing exploration assistance on only those strategic and critical minerals for which there is a serious shortage in the United States. As lead, zinc, copper, and nickel do not meet this criterion, the committee directs that exploration loans for these minerals be discontinued. As the current loan program has primarily involved these particular minerals, the allowance of $750,000 should be adequate for the program in fiscal year 1963.

"The committee recommends a limitation of $213,600 on administrative and technical services, the same as 1962, and a decrease of $16,400 in the budget request."

JUSTIFICATION

This amendment restores the reduction of $250,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Financial assistance to participants in exploration projects	$536,400	$770,000	$536,400	$233,600
2. Administrative and technical services	213,600	230,000	213,600	16,400
Total	750,000	1,000,000	750,000	250,000

A breakdown of the restoration request by objects of expenditures follows:

Obligations by objects:	*Increase*
11 Personnel compensation	-------
12 Personnel benefits	$200
21 Travel and transportation of persons	5,000
23 Rents, communications, and utilities	800
24 Printing and reproduction	1,000
25 Other services	5,400
Services performed by:	
Bureau of Mines	2,000
Geological Survey	1,000
26 Supplies and materials	-------
31 Equipment	1,000
33 Investment and loans	233,600
Total	250,000

We respectfully request not only the restoration of funds reduced by the House committee, but also the removal of the committee's directive to discontinue loans for the exploration of lead, zinc, copper, and nickel. We shall endeavor in this justification to show that these four minerals should remain in the exploration assistance program.

In 1958 when defense requirements for immediately available supplies of strategic and critical materials diminished and the program of the Defense Minerals Exploration Administration was terminated, the criteria for extending exploration assistance changed also. As an element of the department's long-range mineral resources program, the objective of the new exploration program was extended to the search for new mineral deposits required to fill the needs of our expanding economy 25 to 50, and even more, years hence.

The President of the United States underscored the importance of the OME mission in his message to Congress dated March 1, 1962, when he stated:

"During the last 30 years, this Nation has consumed more minerals than all the peoples of the world had previously used. Twice in those 30 years we have doubled the rate of mineral production. Current demands are being met without difficulty primarily because of the immense technical and exploratory efforts of the 1940's and early 1950's. But present availability of raw materials must not blind us to tomorrow's requirements."

In the field of exploration and development of mineral resources, tomorrow is 25 to 50, or more years. We must explore now for the deposits for tomorrow's production. The supplies presently available, and reserves developed for immediate production, will have been consumed long before production begins from most of today's discoveries.

Between 1900 and 1950, the United States consumed approximately 22 million tons of lead, 26 million tons of zinc, 33 million tons of copper, and 2 million tons of nickel. And since 1950 the domestic production of these and many other minerals has not kept pace with domestic consumption. In 1960, the United States produced about 45 percent of its lead requirements, about 50 percent of its zinc, about 94 percent of its copper, and 13 percent of its nickel. Until recently it exported all of the mentioned minerals except nickel. The production of nickel is from one mine which contains practically all of the known reserve of the metal in the United States.

The following tabulation shows the position of the measured and indicated ore reserves of lead, zinc, copper, and nickel relative to the current needs of the Nation based upon the latest available data:

Years of measured and indicated reserves at 5-year average primary consumption rate

Commodity:	*Years*
Lead	6
Zinc	13
Copper	27
Nickel	4

Most of the known economic deposits of lead, zinc, copper, and nickel are now being exploited. To continue to meet a part of our needs for these minerals in the future, a continuous and vigorous campaign of exploration is

needed. The waiting time between the start of exploration and the flow of marketable ores from the mine is long—sometimes as much as 15 or 20 years—and the required capital investment heavy. The luxury of time is something that we can ill afford, especially in view of the astonishing projections for 1980 and 2000 shown in the following table:

Economic aggregates	1960	1980	2000
Population (millions)	180	245	330
Gross national production (1960 billions)	503	1,060	2,200
Labor force (millions)	73	102	140
Personal consumption expenditures (1960 billions)	330	660	1,320

These tables show that unless we can increase our known reserves of ore in the ground we will be wholly dependent upon foreign sources of supply. Although practically all of the surface mineral outcrops have been found, our geologists state that, based on the ratio between exposed and concealed areas, there are at least two or three times as many depoists yet to be found as have been discovered thus far. They also believe that many mining districts remain to be discovered, perhaps as many as 10 times those now known; and that among these undiscovered districts, there would be the same relative number of major districts, or "elephants," as has been found up to now. And very important, these deposits should compare favorably with the quality and grade of mineral ores that are now economic and will enable us to compete on better than equal terms with foreign imports—the only realistic longrun solution to the present problems in the domestic minerals industry. To repeat, these nebulous deposits will not be available in the future unless we make an actual inventory now.

The risk and cost of underground exploration is so great that private industry is reluctant to undertake domestic exploration. This is especially true for the small producer, who is rapidly vanishing from the scene. This is an alarming situation because it must be understood that along with adequate mineral reserves, we must have experienced small producers and miners. In the lead and zinc industry, 90 percent of the producers are considered small producers, and yet they account for only a small fraction of the total lead and zinc production. Without exploration assistance they will not survive.

The action directing the removal of lead, zinc, copper, and nickel from the OME program will not only greatly reduce the general effectiveness of the program but will be another demoralizing blow to the already depressed, hard-hit minerals industry.

The requests for increased appropriation of $250,000 and increased authorization for administrative and technical services of $16,400 were predicated on the needs and workload of the present greatly expanded program and on the desire to recover all royalties due the Government on production from exploration assistance projects.

The restoration of the $250,000 increase requested in the budget for fiscal year 1963 and the removal of the directive to discontinue exploration loans for lead, zinc, copper, and nickel are needed to safeguard the OME program whic his just now beginning to meet the challenge for which it was designed.

BUREAU OF COMMERCIAL FISHERIES

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

(House hearings, pp. 148–194)

(Senate hearings, pp. 394–413)

Appropriation 1962	$12,550,000
Estimate	15,213,000
House allowance	14,600,000
Restoration requested	613,000

(P. 20, line 22)

Amendment requested:

Page 20, line 22, strike out "$14,600,000" and insert in lieu thereof "$15,213,000", the estimate, or an increase of $613,000 in the appropriation.

HOUSE REPORT

"The committee recommends an allowance of $14,600,000, an increase of $2,050,000 in the 1962 appropriation and a decrease of $613,000 in the 1963 estimate. * * *

"In addition to the direct appropriation of $1,499,000 allowed for research on fish migration over dams, it is expected that the Bureau will continue to use $250,000 from the permanent appropriation of customs duties on fishery products. Effective use of the total provided of $1,749,000 should be adequate for requirements in fiscal year 1963."

JUSTIFICATION

The amendment restores the reduction of $613,000 made by the House in the budget estimate for the appropriation. This amount is distributed as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Management	$369,000	$376,000	$376,000	
2. Marketing and technology	2,672,000	3,132,000	3,132,000	
3. Research	6,619,000	7,555,000	7,555,000	
4. Research on fish migration over dams	924,000	1,999,000	1,499,000	$500,000
5. Fishing vessel mortgage insurance	51,000	51,000	51,000	
6. Columbia River fishery facilities	1,915,000	2,100,000	2,100,000	
Committee reduction in travel, supplies and materials and equipment			−113,000	113,000
Total	12,550,000	15,213,000	14,600,000	613,000

A breakdown of the restoration request by objects of expenditures follows:

11	Personnel compensation	$225,000
12	Personnel benefits	17,000
21	Travel and transportation of persons	21,000
25	Other services	80,000
26	Supplies and materials	39,000
31	Equipment	231,000
	Total	613,000

The reduction of $500,000 in the activity "Research on fish migration over dams" involved the disallowance of 25 positions. Restoration of the $500,000 and authority for the 25 additional positions is considered essential to the expeditious prosecution of this activity. Any delay in prosecuting this program, because of the lack of sufficient funds or adequate personnel, would seriously jeopardize our assignment of producing by the end of 1964, the target date set by the Secretary, the best possible information on which to base a development program for the Snake River.

The committee proposal that the Bureau use $250,000 of Saltonstall-Kennedy funds to offset in part the $500,000 reduction would require a reduction of that amount in the Saltonstall-Kennedy program proposed for the fiscal year 1963. Many emergency and urgent short-term programs which have been proposed under the Saltonstall-Kennedy program have had to be deferred because of insufficient funds.

Travel, supplies and materials, and equipment are integral parts of the Bureau's programs. The reduction of $113,000 in the amount budgeted for these items would seriously affect the efficient operation of Bureau programs and unless restored the Bureau will be greatly handicapped particularly in view of the fact that material expansion of programs is contemplated.

BUREAU OF COMMERCIAL FISHERIES

CONSTRUCTION

(House hearings, pp. 196–210)

(Senate hearings, pp. 440–446)

Appropriation, 1962	$7,561,000
Estimate	8,414,000
House allowance	7,900,000
Restoration requested	413,000

(P. 21, line 15)

AMENDMENT REQUESTED

Page 21, line 15, strike out "$7,900,000" and insert in lieu thereof "$8,313,000", an increase of $413,000 in the appropriation.

HOUSE REPORT

"The committee recommends $7,900,000, an increase of $339,000 in the 1962 appropriation and a decrease of $514,000 in the 1963 estimate. The amount allowed includes $2,002,000 for construction of a research laboratory at Seattle, Wash.; $1,198,000 for construction of a biological laboratory at Ann Arbor, Mich.; $394,000 for construction of a radiobiological laboratory at Beaufort, N.C.; $2,500,000 for construction of a fishery research vessel to replace the *Black Douglas* in the eastern Pacific; $150,000 for design of a fishery research vessel for use in the North Pacific and Bering Sea; $30,000 for rehabilitation of facilities at St. Simons Island, Ga.; and $1,626,000 for construction of Columbia River fishery facilities.

"The decreases represent a disallowance of $505,000 for equipment included in the estimates for construction of the laboratories of Seattle, Wash., and Ann Arbor, Mich., the purchase of which can be deferred to fiscal year 1964, and $9,000 in the Columbia River fisheries facilities program."

JUSTIFICATION

The amendment restores $413,000 of the reduction of $514,000 made by the House in the budget estimate for this appropriation. This amount is distributed as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Fishery facilities	$6,130,000	$6,779,000	$6,274,000	$413,000
2. Columbia River fishery facilities	1,431,000	1,635,000	1,626,000	
Total	7,561,000	8,414,000	7,900,000	413,000

A breakdown of the restoration request by objects of expenditure follows:

32 Lands and structures $413,000

Of the $505,000 for equipment included in the estimates for construction of the laboratories at Seattle, Wash., and Ann Arbor, Mich., which was disallowed by the House, $413,000 was for fixed equipment such as laboratory and workbenches and cabinets, cold storage rooms, walk-in freezers, library shelving, aquariums, concrete holding tanks, banks of standard troughs, fume hoods, and similar equipment which would be permanently attached to and made a part of the structures. Restoration of $413,000 of the reduction is required to permit of the construction, procurement, and installation of this fixed equipment by the contractors in the usual manner.

BUREAU OF COMMERCIAL FISHERIES

General Administrative Expenses

(House hearings, pp. 211–217)

(Senate hearings, pp. 448–453)

Appropriation, 1962	$482,000
Estimate	616,000
House allowance	600,000
Restoration requested	16,000

(P. 22, line 4)

AMENDMENT REQUESTED

Page 22, line 4, strike out "$600,000" and insert in lieu thereof "$616,000", the estimate, or an increase of $16,000 in the appropriation.

HOUSE REPORT

"The committee has allowed $600,000, an increase of $118,000 in the 1962 appropriation and a decrease of $16,000 in the 1963 estimate. The increase provided includes $50,000 for an internal audit unit; $25,000 for additional staff at the Ann Arbor, Mich., regional office; and a nonrecurring increase of $39,000 for the purchase of bookkeeping machines."

JUSTIFICATION

The amendment restores the reduction of $16,000 made by the House in the budget estimate for this appropriation. This amount is distributed as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Departmental expenses	$202,000	$272,000	$256,000	$16,000
2. Regional office expenses	280,000	344,000	344,000	
Total	482,000	616,000	600,000	16,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$9,500
12	Personnel benefits	800
21	Travel and transportation of persons	4,000
23	Rent, communications, and utilities	500
24	Printing and reproduction	700
26	Supplies and materials	500
	Total	16,000

The reduction of $16,000 would eliminate all but $4,000 of the $20,000 increase requested for more adequate financing of the Office of the Director and for more adequate and effective administrative staff work. Unless this reduction in funds is restored and the three positions that were eliminated are allowed the Bureau's expanding programs will be handicapped for lack of adequate supervision and inspection.

FISH AND WILDLIFE SERVICE

BUREAU OF SPORT FISHERIES AND WILDLIFE

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

(House hearings, pp. 228–290)

(Senate hearings, pp. 446–485)

Appropriation, 1962	$23,315,650
Estimate	26,572,000
House allowance	26,500,000
Restoration requested	190,000

(P. 23, line 3)

Amendment requested:

Page 23, line 3, strike out "$26,500,000" and insert in lieu thereof "$26,690,000", an increase of $190,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $26,500,000, an increase of $3,184,350 in the 1962 appropriation and a decrease of $72,000 in the 1963 estimate.

"The committee has provided an increase in the budget estimate of $200,000 to expand research work on the control of blackbirds and starlings. With the base amount of $170,000, a total of $370,000 will be available for this work in fiscal year 1963. The committee has also added $30,000 for the establishment of a cooperative fishery unit at the University of Maine, as authorized by the act of September 2, 1960.

"The committee has denied the request to appropriate $190,000 under this item to continue studies of bird hazards to aircraft being conducted for the Federal Aviation Authority. The FAA has been financing this program for the last 2 years and because of the nature of the work, it is believed appropriate to continue financing under the FAA appropriation. The committee has also denied the increase requested of $50,000 under fishery research to replace Federal-aid reverted funds. It now appears that adequate funds will be available from this source in fiscal year 1963. The committee reduction of $62,000 in equipment is due primarily to the disallowance of the proposed addition of 36 passenger motor vehicles."

JUSTIFICATION

The amendment restores the $190,000 reduction in bird hazard studies made by the House in the budget estimate. This amount is for the following activities:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Management of fishery resources	$5,707,500	$6,181,000	$6,181,000	
2. Extension and training	237,000	237,000	267,000	
3. Fishery research	1,449,000	1,704,000	1,654,000	
4. Administration of wildlife resources	9,850,950	11,370,000	11,370,000	
5. Control of predatory animals and injurious rodents	2,506,300	2,506,000	2,506,000	
6. Wildlife research	2,300,900	2,690,000	2,700,000	$190,000
7. Soil and moisture conservation	208,000	705,000	705,000	
8. River basin studies	1,056,000	1,179,000	1,179,000	
Committee reduction in equipment			−62,000	
Total	23,315,650	26,572,000	26,500,000	190,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$105,000
12	Personnel benefits	8,000
21	Travel and transportation of persons	25,000
22	Transportation of things	2,000
25	Other services	5,000
26	Supplies and materials	25,000
31	Equipment	20,000
	Total	190,000

The amendment restores the reduction of $190,000 in the bird hazards to aircraft studies.

These studies were initiated in 1961 on an emergency basis with funds transferred from Federal Aviation Agency after the fatal crash at Logan Airport in Boston. The studies were continued in 1962 with an additional transfer of funds. Federal Aviation Agency advanced these funds with the understanding that the Bureau would take over financing the work as soon as funds could be obtained in its appropriations for this purpose. Accordingly, these funds were included in the 1963 estimates. We are advised that no funds for these studies have been included in the Federal Aviation Agency estimates. However, the Department would have no objection if the Congress wishes to provide funds for this purpose to that Agency.

Since commencing the studies, much knowledge has been gained but a resolution of the problem has not been achieved. While no aircraft fatalities attributed to birds have occurred since the Logan Airport crash, the presence of birds is still recognized as an air navigation hazard.

In view of the foregoing, restoration of the $190,000 is requested so that the vital bird hazard studies may be continued to a logical conclusion.

FISH AND WILDLIFE SERVICE

Bureau of Sport Fisheries and Wildlife

Migratory Bird Conservation Account

(House hearings, pp. 309–316)
(Senate hearings, pp. 544–546)

Appropriation 1962	----------
Estimate	$7,000,000
House allowance	7,000,000
Restoration requested	----------

HOUSE REPORT

"The committee recommends the budget estimate of $7 million to initiate the expanded wetlands acquisition program authorized by the act of October 4, 1961 (Public Law 87–383). This amount, together with the estimated $5 million to be available from receipts from the sale of Federal hunting stamps, will provide a total in the migratory bird conservation fund of $12 million for fiscal year 1963. It is estimated that this sum will provide for the acquisition of 259,000 acres of land of which 116,000 will be for migratory waterfowl refuges. The remainder will be for the waterfowl production area program with 60,000 acres to be acquired in fee and 83,000 acres controlled by easement. The committee has disallowed 35 of the 235 positions requested for administration of the program."

JUSTIFICATION

It is requested that the 35 positions disallowed for administration be restored.

The accelerated wetlands acquisition program authorizes the appropriation, within the next 7 years, of $105 million to be repaid in subsequent years from revenues from the sale of migratory bird hunting stamps. The accelerated program will be at a level much higher than in 1962. The additional personnel are needed for the greatly expanded program.

The 1963 program funds would be increased from the 1962 level of $5 million (revenues from sale of migratory bird hunting stamps) to the proposed estimates

of $12 million ($7 million appropriated funds; $5 million hunting stamp revenues) or an increase of 140 percent. The increased personnel for the expanded program is only 67 percent.

The 235 positions in the estimates are the minimum needed for the work in fiscal year 1963.

Included in the acreage to be acquired in 1963 is a large percent of small waterfowl production areas to be investigated and acquired. These are small wetlands tracts, mostly in the northern prairies, which are particularly vital for waterfowl production. They have the highest priority in the program, but require the most acquisition personnel per unit of acquisition because of their small size and scattered occurence.

There are estimated to be 2,600 ownerships in the lands to be acquired in fiscal year 1963. Each of the owners must be contacted a number of times in order to obtain purchase agreements; and, based on an average of two contacts per ownership, a total of 5,200 contacts must be made by negotiators. After lands are taken under purchase agreement, title examination and cadastral survey services are necessary. It is also necessary in most cases to do considerable curative work before title is acceptable to the Attorney General. It is estimated that some 2,200 cases will be closed during the fiscal year.

The following is a summary of personnel requirements for fiscal year 1963:

Class of work	*Positions*
(*a*) Location and ascertainment of purchase projects, realty reconnaissance, engineering surveys, and biological studies	58
(*b*) Acquisition appraisal, negotiation with owners, case closings, and cadastral surveys	136
(*c*) Supervision and general administration	41
Total	235

FISH AND WILDLIFE SERVICE

Bureau of Sport Fisheries and Wildlife,

General Administrative Expenses

(House hearings, pp. 303–309)

(Senate hearings, pp. 539–543)

Appropriation 1962	$1,071,000
Estimate	1,331,000
House allowance	1,250,000
Restoration requested	81,000

(P. 23, line 17)

Amendment requested:

Page 23, line 17, strike out "$1,250,000" and insert in lieu thereof "$1,331,000", the estimate, or an increase of $81,000 in the appropriation.

HOUSE REPORT

"The committee recommends an appropriation of $1,250,000, an increase of $179,000 in the 1962 appropriation, and a decrease of $81,000 in the 1963 estimate. The amount allowed, together with not to exceed $395,000 of funds available from other sources, should provide adequately for administrative expenses in fiscal year 1963. The committee action includes disallowance of six of the additional permanent positions requested."

JUSTIFICATION

The amendment restores the reduction of $81,000 including six permanent positions made by the House in the budget estimate. This amount is distributed by activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Departmental expense	$264,000	$352,000	$282,000	$70,000
2. Regional office expense	807,000	979,000	968,000	11,000
Total	1,071,000	1,331,000	1,250,000	81,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$56,000
12	Personnel benefits	4,000
21	Travel and transportation of persons	5,000
25	Services of other agencies	5,000
26	Supplies and materials	2,000
31	Equipment	9,000
	Total	81,000

Restoration of the House disallowance of $81,000 and six permanent positions under this appropriation is essential to provide for an adequate level of administrative services to meet the operational needs of the expanding programs of the Bureau. The effect of this disallowance on the 1963 program for general administrative services is as follows:

	1963 increases	Application of House disallowance
Budgetary management	$17,000	−$17,000
Management analysis	17,000	−17,000
Civil service exam ning boards	42,000	−26,000
Property management	21,000	−21,000
Total	97,000	−81,000

Budgetary management has become increasingly difficult in recent years with the complexity and expansion of the Bureau's programs. The funds requested and disallowed are required to strengthen this function by improving procedures for the development, execution, and control of the budget. They will also permit modernization of budgetary management to provide for cost-based budgets fully integrated with program planning, cost accounting, and reporting.

Failure to restore funds for the management analysis function will mean that the present staff will not be able to do anything more than handle the continuing routine work of forms control, the incentive awards program, the management improvement program, and maintaining the administrative and technical manual. With the Bureau embarking on a program for development of a comprehensive management system, it is extremely important that the funds be restored for this function so that organization, management, and procedure studies can be undertaken to determine overall needs of management and coordinate efforts toward a common objective.

The needs for civil service examining boards in the Bureau have grown to the point where serious recruitment problems are now being experienced. The Bureau has responsibility for examining and grading applicants for positions which are unique to the Bureau, such as fish and wildlife biologists, and technicians of various types, wildlife refuge managers, fish hatchery managers, game management agents, and local wage board personnel. With the expansion of the various programs it has been difficult to keep pace with recruitment needs. As a result it has been necessary to grant many limited tenure appointments which has had an effect on the quality of recruits and stability of the work force. Intense interest exists in the field of fish and wildlife conservation as evidenced

by nearly 7,000 formal employment inquiries in 1961. Applications for examinations are being received at increasingly higher rates for each announcement. Unless restoration of the disallowance is made, the Bureau will not only face a serious recruitment problem but will be unable to answer public inquiries adequately.

Property management work at the Washington office level has suffered for lack of staff in keeping with its importance to the accomplishment of the overall Bureau program. To provide positive guidance to the programs in such important fields as construction contracting, material and service procurement, research and development contracting, equipment management, surplus and excess personnel property disposal, and acquisition space control and records management, an urgent need exists for a property management specialist. Restoration of the disallowance for this function is necessary if the Bureau is to effect needed efficiencies and economies in this field of program administration.

FISH AND WILDLIFE SERVICE

ADMINISTRATIVE PROVISIONS

(House hearings, p. 225)

(Senate hearings, pp. 462–463)

(P. 23, line 21)

Amendment requested:

Page 23, line 21, strike out the word "seventeen" and insert in lieu thereof the word "twenty-four".

HOUSE REPORT

The House report made no statement concerning this item.

JUSTIFICATION

Authority for the Fish and Wildlife Service to purchase not to exceed 117 passenger motor vehicles, of which 92 would be for replacement only, would permit the Bureau of Commerical Fisheries to purchase 16 replacement vehicles and only 4 of the 11 additional vehicles required. It is considered essential that the language be restored to authorize the Bureau to purchase the 11 additional vehicles needed. Lack of sufficient vehicles would greatly hamper efficient and economical program performance especially in connection with those programs requiring transportation of personnel, supplies, and equipment in remote areas.

OFFICE OF SALINE WATER

SALARIES AND EXPENSES

(House hearings, pp. 827–862)

(Senate hearings, pp. 573–578)

Appropriation, 1962	$5,255,000
Estimate	7,700,000
House allowance	7,600,000
Restoration requested	100,000

(P. 24, line 24)

Amendments requested:

(1) Page 24, line 24, strike out "$7,600,000" and insert in lieu thereof "$7,700,000," the estimate or an increase of $100,000 in the appropriation.

(2) Page 24, line 24, strike out "$525,000" and insert in lieu thereof "$625,000."

HOUSE REPORT

"The committee recommends an appropriation of $7,600,000, an increase of $2,345,000 in the 1962 appropriation and a decrease of $100,000 in the 1963 estimates, for continuation of research to develop low-cost processes for converting saline water to fresh water in quantities sufficient for municipal, industrial, and agricultural use. The amount allowed includes $3,275,000 for basic research,

$3,800,000 for applied research, and $525,000 for administration and coordination. The latter reflects a decrease of $100,000 in the budget estimate of $625,000. The amount allowed, which includes an increase of $175,000 over the 1962 figure, will provide adequately for administration and coordination of a research program of this size. The allowance reflects a reduction of 10 of the additional permanent positions requested."

JUSTIFICATION

Explanation of amendment (1)

The amendment restores the reduction of $100,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Administration and coordination	$350,000	$625,000	$525,000	$100,000
2. (a) Contracts and grants (non-Federal)	4,105,000	5,775,000	5,775,000	
(b) Federal laboratories	800,000	1,300,000	1,300,000	
Total	5,255,000	7,700,000	7,600,000	100,000

The restoration is distributed by objects of expenditures as follows:

11	Personnel compensation	$75,500
12	Personnel benefits	5,300
21	Travel and transportation of persons	5,800
22	Transportation of things	1,000
23	Rent, communications, and utilities	4,000
24	Printing and reproduction	2,500
26	Supplies and materials	2,600
31	Equipment	3,300
	Total	100,000

The estimate as submitted provides for acceleration of the research and development program from the 1962 level of $5,255,000 (including a $3,500,000 supplemental) to $7,700,000, with $625,000, or 8.1 percent, for administration and coordination expense. The $625,000 is to cover direct costs of the scientific, engineering, and technical staffs necessary to originate or screen research and developmental projects and to develop the contracts under which the accelerated studies will be performed.

The specific personnel increases requested for 1963 include scientific personnel to generate and screen proposals for basic and applied research, technical engineering personnel to evaluate pilot plant test results, and a professional accountant-auditor to develop standardized indexes for evaluation of pilot plant and demonstration plant costs. These increases will be essential to the prudent management of the expanded contract program.

Explanation of amendment (2)

The amendment increases the limitation on the amount available for administration and coordination from $525,000 to $625,000.

The accelerated research effort in 1963 will require that the proposals for original research and for process development be carefully selected and closely coordinated to insure maximum benefits to the program and to the public. The additional staff planned for this purpose will be responsible for the development of projects, the administration of the research, and the utilization of the results in further research or in applications to pilot or demonstration plants.

The House reduction of 10 positions will restrict the effectiveness of the research organization to the extent of delaying the examination and selection of worthwhile basic and applied research projects. The restoration of the $100,000 reduction in the limitation governing administration and coordination will permit the addition of the scientific and professional employees necessary to process the expanded workload.

OFFICE OF SALINE WATER

OPERATION AND MAINTENANCE

(House hearings, pp. 852–862)
(Senate hearings, pp. 584–586)

Appropriation, 1962	----------
Estimate	$2,085,000
House allowance	2,000,000
Restoration requested	85,000

(P. 25, lines 8 and 9)

Amendments requested:

(1) Page 25, line 8, strike out "$2,000,000" and insert in lieu thereof "$2,085,000", the estimate or an increase of $85,000 in the appropriation.

(2) Page 25, line 9, strike out "$175,000" and insert in lieu thereof "$225,000".

HOUSE REPORT

"The committee recommends an allowance of $2 million, an increase of $745,312 over the amount available for this purpose during the current fiscal year in the appropriation item 'Construction, operation, and maintenance,' and a decrease of $85,000 in the 1963 estimate. The increase provides for the operation of the two additional saline water demonstration plants which will be in operation on a partial year basis in 1963 and for operation of the three plants which will be operated on a full-year basis.

"The committee has placed a limitation of $175,000 on the amount to be available for administration, a decrease of $50,000 in the budget request. This amount, which provides for 14 permanent positions, 6 less than requested, should provide an adequate engineering staff to administer the demonstration plant program."

JUSTIFICATION

Explanation of amendment (1)

The amendment restores the reduction of $85,000 made by the House in the budget estimate. This amount is distributed to the following activity:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
Demonstration plants	----------	$2,085,000	$2,000,000	$85,000

The restoration is distributed by objects of expenditures as follows:

11	Personnel compensation	$68,000
12	Personnel benefits	5,000
21	Travel and transportation of persons	5,300
22	Transportation of things	1,100
23	Rent, communications, and utilities	2,300
24	Printing and reproduction	1,100
25	Other services	700
26	Supplies and materials	500
31	Equipment	1,000
	Total	85,000

The restoration of $85,000 is requested to cover the estimated full-year costs of management, operation, and maintenance of the saline water demonstration plants at Freeport, Tex., Webster, S. Dak., and San Diego, Calif., and for partial costs of plants at Roswell, N. Mex., and at Wrightsville Beach, N.C. The full amount is requested in order that the requirements for adequate field and office supervision of these plants, with provision for improving the production of fresh water at lower cost, may be accomplished.

Explanation of amendment (2)

The amendment increases the limitation on the amount available for administration from $175,000 to $225,000.

The technical and engineering staff responsible for successful operation of the demonstration plants will consist of five resident process engineers, with a small headquarters engineering office to coordinate the operating results and to develop means for improving production. An increase in the limitation from $175,000, as established by the House, to $225,000, the estimate, will insure that adequate advantage is taken of opportunities to further the saline water conversion program wherever possible.

The House reduction of six positions will prevent the appointment of professional engineers considered essential to the evaluation of demonstration plant results and the improvement of processes. It is requested that authority for employment of these six additional engineers and the accompanying funds be restored.

OFFICE OF THE SOLICITOR

SALARIES AND EXPENSES

(House hearings, pp. 783–795)

(Senate hearings, pp. 565–569)

Appropriation 1962	$3,492,000
Estimate	3,747,000
House allowance	3,600,000
Restoration requested	147,000

(P. 25, line 13)

Amendment requested:

Page 25, line 13, strike out "$3,600,000" and insert in lieu thereof "$3,747,000," the estimate or an increase of $147,000 in the appropriation.

HOUSE REPORT

The committee has allowed $3,600,000 for the legal services of the Department, an increase of $108,000 in the 1962 appropriation and a decrease of $147,000 in the budget request. The increase, which provides for 20 additional positions, 6 less than requested, should provide adequately for the anticipated increased workload in the Office.

JUSTIFICATION

The amendment restores the reduction of $147,000 made by the House in the budget estimate. This amount is distributed to the following activity.

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
Legal services	$3,492,000	$3,747,000	$3,600,000	$147,000

A breakdown of the restoration by objects of expenditure follows:

11	Personnel compensation	$124,900
12	Personnel benefits	8,600
21	Travel and transportation of persons	5,000
23	Rent, communications, and utilities services	2,000
24	Printing and reproduction	1,500
25	Other services	2,600
26	Supplies and materials	1,000
31	Equipment	1,400
	Total	147,000

In urging Senate restoration of $147,000, which was deducted by the House committee from my 1963 appropriation request for a $255,000 increase over fiscal year 1962, I submit the following summary in support:

(*a*) The total requested increase was allowed by the Bureau of the Budget.

(*b*) In January 1953 this Department employed 35 more lawyers than it does today. In 1962 the volume and complexity of legal work is substantially greater than it was 9 years ago. While diligence, efficiency, and devotion may be expected from the Solicitor's Office, it cannot suffice. Our total budget request is a realistic minimum to provide essential legal service.

(*c*) In addition to expanding major old-line agency programs such as reclamation, public land management, national parks, fish and wildlife, and Indians, we must provide services to newer research programs such as saline water, coal research, and helium conservation. Emphasis on research brings new contract legal problems and accelerates problems related to timely Government patent procedures and major patent policies.

(*d*) Public land appeals, handled by the Solicitor's Office have increased from 156 in 1956 to an estimated 650 in fiscal year 1962. The staggering increase in numbers of appeals and the growing backlog demands additional lawyers.

(*e*) The recent Pan American case, 284 F(2d) 649, held that the Secretary lacked administrative authority to cancel oil and gas leases obtained by fraud, necessitating the preparation of such leases for litigation in cooperation with the Department of Justice. A decision in *Arizona* v. *California*, is imminent. The Secretary may be expected to administer the operation of the Colorado River under any court decree, a task which will present manifold legal problems. These are cited only to illustrate the increasing complex of major legal work which includes not only the established programs of the Department but such newly activated matters as high-voltage transmission and interties, international problems related to the Colorado and the Columbia, petroleum defense activities, oil shale patent applications, land acquisition for national parks, recreation areas and wet lands, access roads for public timber sustained-yield management, the Delware River Basin Compact Commission, coast line disputes under the Submerged Lands Act, lead and zinc stabilization program, etc.

The estimate provided for an increase of 26 positions. The House allowance would permit an increase of only 10. Restoration of funds for the 16 additional positions is urgently needed.

OFFICE OF THE SECRETARY

Salaries and Expenses

(House hearings, pp. 796–827)
(Senate hearings, pp. 549–562)

Appropriation 1962	$3,385,000
Estimate	3,568,000
House allowance	3,350,000
Restoration requested	111,500

(P. 26, line 2)

Amendment requested:

Page 26, line 2, strike out "$3,350,000" and insert in lieu thereof "$3,461,500", an increase of $111,500 in the appropriation.

HOUSE REPORT

The committee recommends an appropriation of $3,350,000, a decrease of $35,000 in the 1962 appropriation, and a decrease of $218,000 and 15 permanent positions in the 1963 budget estimate. Due to a nonrecurring item of $200,000 in the current fiscal year, the actual increase provided over 1962 is $165,000. The increase allowed includes $50,000 to provide four additional positions in the Office of Information compared with the requested increase of $121,500; $50,000 of the requested increase of $90,000 for administrative management services; $39,000 for program direction and coordination; $14,000 for the Office of the Secretary and the Under Secretary; and $12,000 for increased per diem costs.

The committee has deleted the request to appropriate $106,500 under this item for defense activities previously financed under the Office of Emergency Planning. As indicated above, it is planned to consider these activities separately in a subsequent appropriation bill.

JUSTIFICATION

The amendment restores $111,500 of the reduction made by the House in the budget estimate. This amount is distributed by activities as follows:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Departmental direction	$506,700	$698,300	$573,100	$71,700
2. Program direction and coordination	1,117,400	1,214,700	1,161,700	
3. Administrative management services	1,436,700	1,529,800	1,490,000	39,800
4. General services	124,200	125,200	125,200	
5. Natural resource studies	200,000			
Total	3,385,000	3,568,000	3,350,000	111,500

A breakdown of the restoration by objects of expenditure follows:

11	Personnel compensation	$100,000
12	Personnel benefits	7,200
21	Travel and transportation of persons	3,000
24	Printing and reproduction	800
25	Other services	300
31	Equipment	200
	Total	111,500

1. *Departmental direction.*—With the exception of $300, the restoration requested under this activity is for the Division of Information. The budget request for an increase of 13 positions and $121,500 in funds for the Division of Information was based on a careful review of the minimum needs for an effective information effort to meet the increased responsibilities of the Department and the greatly augmented public interest and public inquiries about its natural resource activities. The special message on conservation sent to the Congress by President Kennedy on March 1 has further intensified the need for supplying up-to-date information to schools, industrial associations, and other organizations, as well as the general public. To assure that these requirements are met, it is urged that the full appropriation request of $199,900 for the Division of Information be approved.

3. *Administrative management services.*—The House allowance for this activity provides $53,300 (including per diem costs) of the increase of $93,100 requested in the budget estimate, or a reduction of $39,800. This activity provides staff services and general direction and coordination in the area of budget and finance, personnel, management research, property management, inspections, security, and general administrative services to the bureaus and offices. The activities of these bureaus and offices have grown considerably during the past several years, but there has been no increase in the staff of this activity to meet the increased services and staff guidance which is needed. An increase of nine positions has been requested of which five were allowed by the House. The nine positions have been requested for the areas of management research, property management, and inspections where additional personnel is needed to cope with the step-up in activities and programs, and it is urged that the reduction be restored so that this need may be met.

The estimate as submitted for 1963 includes four positions for defense activities which have been transferred to another bill. If these positions are excluded, the total increase requested is 25 positions. The House allowance would provide for 10, or a reduction of 15.

Restoration of the full amount of the House reduction of $111,500, which would provide for the 15 positions with related expenses, is respectfully requested.

COMMISSION OF FINE ARTS

SALARIES AND EXPENSES

(House hearings, pp. 1428–1438)

(Senate hearings, pp. 762–764)

Appropriation, 1962	$70,000
Estimate	80,000
House allowance	70,000
Restoration requested	10,000

(P. 33, line 14)

AMENDMENT REQUESTED

Page 33, line 14, strike out "$70,000" and insert in lieu thereof "$80,000", the estimate, or an increase of $10,000 in the appropriation.

HOUSE REPORT

The committee has allowed $70,000, the same as the 1962 appropriation and a decrease of $10,000 in the budget estimate. Funds appropriated to the Commission have doubled since fiscal year 1958 and the Commission should be able to finance its activities within the present appropriation level.

JUSTIFICATION

The amendment restores the reduction of $10,000 made by the House in the budget estimates. This amount is distributed to the following activity:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
Administration	$70,000	$80,000	$70,000	$10,000

A breakdown of the restoration by objects of expenditure follows:

11	Personnel compensation	$9,000
12	Personnel benefits	600
21	Travel and transportation of persons	400
	Total	10,000

The restoration requested will provide for an additional position in the editorial series, increased travel costs of the members, and a small amount for promotions. The additional position is needed for the compilation of annual reports, special reports, and other editorial work which is required of the Commission. The workload of preparing such reports does not permit this to be done adequately by the present staff of six employees. The workload of the Commission has greatly increased and as in the case of other agencies it is necessary to increase the staff.

The salaries paid to some of the staff are inadequate and it is felt that the proposed promotions are warranted.

The amount requested for travel, although small, will help to meet the increased cost of the members.

VIRGIN ISLANDS CORPORATION

REVOLVING FUND

(House hearings, pp. 979, 981–989, 991–1,004)

(Senate hearings, pp. 265–267)

Appropriation 1962	$881,000
Estimate	3,300,000
House allowance	200,000
Restoration requested	3,100,000

(P. 40, line 17)

Amendment requested:

Page 40, line 17 strike out "$200,000" and insert in lieu thereof "$3,300,000", the estimate or an increase of $3,100,000 in the appropriation.

HOUSE REPORT

"The committee has allowed an appropriation of $200,000, a decrease of $681,000 in the 1962 appropriation and a decrease of $3,100,000 in the budget estimate. The amount proposed in the budget estimate was for expansion of power distribution facilities in the Virgin Islands. As the Board of Directors of the Corporation has adopted a resolution proposing the transfer to the Virgin Islands Government of the physical and other assets of the Corporation and legislation to accomplish this is pending in the Bureau of the Budget, the committee does not believe it is appropriate to authorize extensive additional Federal funding at this time. To meet the most urgent power requirements on the island of St. Thomas, however, the committee has approved a requested 1962 reprograming to provide $400,000 for the purchase of a generator and has included the $200,000 in the bill to permit construction of a building to house and install the new unit early in fiscal year 1963."

JUSTIFICATION

The amendment restores the reduction of $3,100,000 made by the House in the budget estimate which is for the following activities:

Activity	Appropriation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
1. Operating capital	$611,000			
2. Minor capital improvements	70,000	$100,000		$100,000
3. Power program	200,000	3,200,000	$200,000	3,000,000
Total	881,000	3,300,000	200,000	3,100,000

A breakdown of the restoration by objects of expenditure follows:

31	Equipment	$100,000
32	Lands and structures	3,000,000
	Total	3,100,000

Restoration of the full amount of the reduction of $3,100,000 is considered essential to permit the Corporation to continue its obligation to the Virgin Islands by providing the necessary funds needed for operations and construction of power facilities. $100,000 is required to replace equipment needed in sugar operations, particularly, cane loaders which are now over 8 years old, and $3 million is to provide the facilities to cope with the increasing demand for more power on all islands; (1) $250,000 for distribution facilities; (2) $2,150,000 for purchase and installation of a 5,000-kilowatt steam turbine for St. Thomas to meet the anticipated power needs for December 1963; and $600,000 for purchase and installation of a 3-milliwatt diesel unit for St. Croix to meet power needs estimated for December 1962.

These funds are so urgently needed that any delay pending authorization of the transfer of the Corporation will lead to deficient power supply for the islands.

There is under consideration proposed legislation which would turn over to the Virgin Islands government the assets and obligations of the Corporation, such assets to include all property owned by the Corporation, real, personal, or mixed. The proposed legislation further contemplates that as consideration for the assets transferred to it, the Virgin Islands government would pay to the United States the book value of such assets. The payment would be made over a 10-year period. Therefore, any investment made now by the Federal Government to provide for the expansion of power distribution facilities on the islands would be returned to the Federal Treasury, and the responsibility for future power expansion in the islands would rest upon the Virgin Islands government.

It is also contemplated that the legislation would provide authority to the Virgin Islands government to issue bonds for the construction of public works.

However, after enactment of such authority there would necessarily be a somewhat prolonged period of time before the local legislature could take action and such bonds were sold to the public. Such a lag in time would be critical in view of the already existing power shortages in the islands.

VIRGIN ISLANDS CORPORATION

LIMITATION ON ADMINISTRATIVE EXPENSES

(House hearings, pp. 977–984)

(Senate hearings, p. 266)

Limitation on administrative expenses 1962	$180,000
Estimate	200,000
House allowance	180,000
Restoration requested	20,000

(P. 41, line 3)

Amendment requested:

Page 41, line 3 strike out "$180,000" and insert in lieu thereof "$200,000", the estimate or an increase of $20,000 in the limitation.

HOUSE REPORT

"The committee has allowed an administrative expense limitation of $180,000, the same as 1962, and a decrease of $20,000 in the budget request."

JUSTIFICATION

The amendment increases the current limitation for administrative expenses of the Corporation from $180,000 to $200,000.

Activity	Limitation, 1962	Budget estimate, 1963	House allowance, 1963	Restoration requested
Power program	$180,000	$200,000	$180,000	$20,000

In order to properly prepare the Virgin Islands Corporation for equitable transfer to the Virgin Islands government, there will be needed additional competent administrative help at an estimated cost of $20,000, including an assistant to the President to work with the local government on St. Thomas.

Department of Agriculture

Department of Agriculture,
Washington, D.C., March 27, 1962.

Hon. Carl Hayden,
Chairman, Committe on Appropriations,
U.S. Senate.

Dear Senator Hayden: In response to your letter of March 20, 1962, enclosed are statements in support of the amendments which we request be made in the Forest Service portion of the Department of Interior and related agencies appropriation bill, 1963, as passed by the House of Representatives March 20, 1962.

We urge that the following House reductions be restored:

Forest protection and utilization	$2,215,000
Forest land management:	
(*a*) For timber sales administration and management	800,000
(*b*) For acquisition of lands under provisions of the Weeks Act	200,000
(*c*) For travel, supplies and materials, and equipment	1,040,000
Forest research: For travel, supplies and materials and equipment	175,000
Access roads	2,000,000

Administrative provisions: The reduction of 27 passenger motor vehicles.

Also enclosed is a statement with respect to forestry activities in the Virgin Islands. The House report indicated that funds available under the appropriation "Forest land management" should be used for this purpose. The Department believes that, if the Congress determines that this work should not be financed through the Virgin Islands Corporation, as proposed in the President's budget, provision should be made for it under the Forest Service appropriation "State and private forestry cooperation."

No request is being made for restoration of the $300,000 for "Other pest control." The budget as submitted represented the best estimate of 1963 needs. Until actual insect infestation surveys are completed in the fall of calendar year 1962, the actual need will not be known. The House committee has recognized that completely firm estimates for insect control needs cannot be made at this early date. In the event the 1962 fall surveys should reflect a need for additional control work beyond that which can be accomplished with the $6,985,000 included in the House bill, means of financing such needs will be considered at that time.

The 1963 budget request for the Forest Service was based upon its long-range and 10-year objectives as reflected in the development program for the national forests and the research program. It was not possible to provide fully the levels of financing contemplated for these programs in 1963. The House reductions would further curtail such financing resulting in an additional lag in the accomplishment of the objectives of these vital programs.

Representatives of the Department will be glad to furnish any additional information you may need, or to appear before your committee as necessary to further discuss the 1963 budget estimates of the Forest Service.

Sincerely yours,

Joseph M. Robertson,
Administrative Assistant Secretary.

No. 1

FOREST SERVICE

Forest Protection and Utilization

Forest Land Management

(House hearings, pp. 1188–1230)

(Senate hearings, pp. 1046–1103)

1962 appropriation (includes $359,000 transferred in 1962 to General Services Administration for space rental)	$128,000,000
1963 budget estimate	140,740,000
House bill	138,400,000
Restoration requested	2,040,000

Amendments requested:

(1) Page 28, line 22, strike out "$138,400,000" and insert "$140,440,000", an increase of $2,040,000 to restore the budget estimate.

(2) Page 29, line 2, strike out "$300,000" and insert "$500,000", an increase of $200,000 to restore the budget estimate.

HOUSE REPORT NO. 1446 (P. 23)

"Because of the depressed timber market, the committee believes that the Forest Service can readily absorb the reduction of $800,000 and 100 permanent positions applied against the activity, 'Sales administration and management.' The committee has granted sizable increases in this activity in recent years and the $22,380,000 allowed should finance adequately the workload in 1963. The amount allowed includes an addition $400,000 for special small and salvage sales.

"The $300,000 allowed for acquisition of land, a decrease of $200,000 in the budget request, should provide for acquiring essential tracts in fiscal year 1963. It should be noted that the committee approved an increase in this item from $100,000 to $300,000 in fiscal year 1962.

"In disallowing $300,000 of the requested increase of $1,300,000 for 'Other pest control' work, the committee believes that the $6,985,000 allowed is all that is warranted without firmer estimates of the infestations to be encountered in the next fiscal year."

HOUSE REPORT NO. 1446 (P. 24)

"Within the total provided it is expected that the Forest Service will make $30,000 available for continuing the forestry work in the Virgin Islands which has heretofore been financed under the appropriation to the Virgin Islands Corporation."

HOUSE REPORT NO. 1446 (P. 30)

"The committee has denied the budget request of $185,000 for payment to the Virgin Islands Corporation, including $145,000 to cover losses sustained by the Corporation during fiscal year 1961 and $40,000 for the forestry and other agricultural programs. As dissolution of the Corporation is being considered and the Corporation has adequate capital to cover its losses, the committee does not believe that the requested appropriation is necessary. As indicated above, the committee has made provision for the U.S. Forest Service to continue to finance the forestry program."

JUSTIFICATION OF AMENDMENTS (1) AND (2) BY THE DEPARTMENT

The amendment proposed by the Department would restore the following reductions made in the House bill: (*a*) $800,000 for timber sales administration and management; (*b*) $200,000 for acquisition of land (amendment No. 2); (*c*) $1,040,000 for travel, supplies and materials, and equipment.

(*a*) The Department recommends that the $800,000 reduction made by the House be restored and that the associated limitation on sales administration and management staffing be eliminated. Timber sales are the principal source of revenue from the national forests, totaling $98,425,492 in fiscal year 1961,

a year of depressed timber markets. Every phase of the conduct of this business from timber appraisal, sales administration, product accountability to measurement of products cut requires high order intensive attention to protect the Government from potential cash loss. The need for more intensive timber sales administration to safeguard possible loss in revenue has been pointed out in a number of General Accounting Office audit reports. Hence, it would be highly inadvisable to establish an employment ceiling or reduce the funds requested for this activity.

While the lumber market has been depressed in fiscal years 1961 and 1962, current developments indicate a substantial recovery in fiscal year 1963. Since the first of the calendar year, prices for ponderosa pine timber, as reported in trade journals, have advanced steadily from an index of 79.14 to 82.85 on March 15 or by 4.5 percent; and for white fir from 43.77 to 60.25—an advance of 10 percent. Any artificial brake on the rate of cut and new sales during a recovering market, such as the proposed reduction in sales administration funds, would result in losses of potential revenue to the Treasury of many times the cost of sales and losses in general economic activity of several times more.

The estimate of timber cut for fiscal year 1963 has been scaled down to 9 billion board feet of regular sales. It could easily exceed this estimate by from 0.5 to 1 billion board feet. In that event a curtailment of new sales would be unavoidable in order to take care of obligations to administer cutting on sales already under contract.

Dependency of the forest products industry on national forest timber for raw material continues to increase even through the rate of cut may fluctuate with lumber market conditions. The long-term trend of national forest timber sale activity is upward toward maximum volumes which can be cut under sustained-yield limitations. The House action would require the transfer of 50 men now trained in timber sale work to other activities. Contractions of the timber sale staff when long-term trends are upward would be unfortunate.

There is increasing pressure for the offering of the practical maximum volume of national forest timber within allowable cut limitations. With virtually no other sources for purchasing timber, large segments of the forest products industries regard sale programs at less than allowable cut as monopoly actions to force up stumpage prices through artificial restriction of supply. The schedule of sale preparation in the fiscal year 1963 budget is necessary to meet market demand for stumpage within allowable cut limitations.

A reduction of $800,000 will require the elimination of about 2 billion board feet of advance sale preparation and around 700 million board feet of new timber offerings. This reduction in advance sale preparation will reduce possibilities to maintain or expand the rate of national forest timber offerings in future years. Inability to take advantage of full marketing opportunities within allowable cut limitations results in loss of potential revenue to the Treasury and less than full opportunities for economic support of dependent national forest communities.

(b) The Department recommends that the reduction of $200,000 made by the House be restored. The House allowance of $300,000 for the acquisition of land pursuant to the Weeks law of March 1, 1911, is $200,000 less than the amount included in the budget request for fiscal year 1963.

Appropriations under this authority were $100,000 per year for the 5-year period 1957 to 1961; $300,000 was appropriated for this item in fiscal year 1962. In fiscal year 1961, the last full year for which accomplishment record is available, 83 tracts totaling 8,598 acres were approved for purchase.

Assuming the same price levels in fiscal year 1963 and in fiscal year 1961, the proposed reduction of $200,000 would removed the opportunity to purchase some 17,000 acres of lands urgently needed in connection with resource programs that are underway.

The development program for the national forests which the President submitted to the Congress on September 21, 1961, sets forth for the current 10-year period, 1963 to 1972, a need to purchase approximately 500,000 acres which are important for recreational development and use and approximately 950,000 acres of privately owned lands intermingled with national forest lands which should be protected and managed as part of the national forests. This will facilitate the most efficient and economical administration of the national forests.

The purchases planned for 1963 involve key tracts for which Government ownership is vital to permit sound and effective management, utilization, protection, and development of the forest resources of the area. The full $500,000

included in the budget for such purchases should be provided so that such key tracts can be purchased during 1963.

(*c*) The Department recommends that the reduction of $1,040,000 made by the House be restored. The 1963 budget request reflects a balanced program relationship between manpower, contracting, equipment, materials, supplies, and other related costs. The reduction of $1,040,000 in travel, supplies and materials, and equipment is inconsistent with efficient, economical, and timely completion of these programs. The development program for the national forests, as submitted to the Congress by President Kennedy on September 21, 1961, outlined both the long-range objectives and the 10-year conservation program needs for the national forests and associated lands. This reduction would sharply curtail accomplishment of this program. Following are some examples relative to major programs as reflected in the budget submissions:

1. *Recreation-public use.*—This item includes $5,095,000 for sanitation, cleanup, and maintenance of 6,425 recreation areas, and $13,897,000 for rehabilitation and construction of approximately 16,600 recreational facilities. Reduction of the amount available for travel, supplies and materials, and equipment would seriously disrupt these programs as it would not be possible to accomplish the total recreational objectives without these items as they represent an integral part of the total job.

2. *Reforestation and timber stand improvement.*—This program provides for tree planting and improvement of existing timber stands. The 1963 budget request would finance the planting of 122,500 acres and timber stand improvement treatment of 347,500 acres. Much of this involves manual labor. However, the necessary tools, trees, seed, supplies, equipment, etc., must be provided if these people are to effectively accomplish this work.

3. *Forest fire protection.*—This program involves the close integration of men, equipment, supplies, travel, etc., to provide adequate fire protection. Both men and their related equipment must be strategically located and coordinated. Men are ineffective unless properly supplied and equipped. Any small saving made at the expense of such proper equipping could result in a major fire that might otherwise have been prevented or controlled at small size, with suppression costs that could far exceed any small initial savings.

We concur with the committee's expression that stricter controls can effect economies. The Forest Service consistently and constantly strives to critically review and control its programs so as to effect the maximum economy, efficiency, and production. Substantial savings have been realized. Such savings have resulted in considerable progress toward achievement of the goals and objectives as set forth in the national forest program. The proposed decrease would reduce the work that could be accomplished during 1963 under the program and would thereby postpone such projects for financing in future years. However, if the reduction is restored, any individual program savings could then be used as necessary to accomplish additional work provided for in the 10-year plan. It is therefore recommended that this amount be restored and that the Forest Service be permitted to use the full amount in the manner which will effect the greatest efficiencies, economies, and program accomplishments.

No. 2

FOREST SERVICE

Forest Protection and Utilization
Forest Research

(House hearings, pp. 1230–1251)

(Senate hearings, pp. 1051–1103)

1962 appropriation	$26,368,000
1963 budget estimate	23,150,000
House bill	22,975,000
Restoration requested	175,000

Amendment requested:

Page 29, line 10, strike out "$22,975,000" and insert "$23,150,000", an increase of $175,000, to restore the budget estimate.

HOUSE REPORT NO. 1446 (p. 24)

"The committee recommends an appropriation of $22,975,000, a decrease of $3,393,000 in the 1962 appropriation, and a decrease of $175,000 in the 1963 estimates. Due to nonrecurring funds for construction of research facilities in the current year, the amount allowed provides an effective increase of $1,052,000 for expansion of forestry research. *The decrease made by the committee reflects a general reduction in the funds requested for travel, supplies, materials, and equipment*". [Italic supplied.]

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The Department recommends that the reduction of $175,000 made by the House be restored. The fiscal year 1963 budget request of $23,150,000 for forest research would provide $22,400,000 for research programs and $750,000 for scientific equipment and auxiliary laboratory facilities. This would permit the addition of approximately 60 scientists to the research staff. Due to the nature of research work, there is a very close relationship between the timely providing of necessary equipment, materials, and supplies and the research programs in progress. Failure to provide such items in a timely and adequate manner could seriously affect the efficiency and accomplishments of the research scientists. Approximately 75 percent of the funds available for the research programs are used for employment of scientists and their related facilitating personnel. Approximately 15 percent is used for travel, supplies and materials, and equipment. In view of the ultimate values to be derived from forestry research, any disruption in its orderly accomplishment could result in material forestry resource losses that might have been avoided had the research been completed as planned.

It would not be practical to effect research program economies by placing limitations on specific cost items as all elements must be properly coordinated to achieve the end objectives. The Forest Service is consistently striving to make the most effective utilization of all funds available for its programs. Many economies have been made which have permitted further progress in the various research programs being conducted. The proposed reduction would limit the amount available for forestry research which is so vital to the proper management, utilization, protection, and development of the forest resources of both Government and privately owned lands. It is therefore urged that the $175,000 reduction made by the House be restored and that the Forest Service be permitted to utilize these funds as necessary to achieve the greatest efficiency, economy, and research accomplishments.

No. 3

FOREST SERVICE

Access Roads

(House hearings, pp. 1288–1297)

(Senate hearings, pp. 1106–1117)

1962 appropriation	$2,000,000
1963 budget estimate	2,000,000
House bill	----------
Restoration requested	2,000,000

AMENDMENT REQUESTED

Page 30, after line 7, insert the following language included in the 1963 budget but deleted by the House:

"Access Roads

"For acquiring by condemnation or otherwise additional roads needed for access to national forest lands in carrying out the Act of June 4, 1897, as amended (16 U.S.C. 471, 472, 475, 476, 551), $2,000,000, to remain available until expended."

HOUSE REPORT NO. 1446 (P. 25)

The House committee report in eliminating this items states:

"The committee has deleted the budget request of $2 million to continue this special appropriation item for acquiring by purchase private roads needed to provide access to national forest areas. Funds have been appropriated under this item for the past 3 fiscal years as it was assumed that the Forest Service did not have authority under the regular "Forest roads and trails" appropriation to require cost sharing charges of benefiting private landowners. As the Comptroller General ruled on March 2, 1962, that the regular "Forest roads and trails" appropriation is available for this purpose, the committee believes the continuation of this item is no longer warranted and that financing of the road program should hereafter be restricted to the authorization contained in the Federal Highway Act."

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The Department recommends that the $2 million reduction made by the House be restored. The special "Access roads" appropriation was initiated in the Senate in fiscal year 1960. When the fiscal year 1962 and 1963 Federal Highway Act authorizations for forest roads and trails were enacted, the toll limitations of 23 U.S.C. 301 were then considered to prevent recovery of costs from the benefiting landowners. Thus the Federal Highway Act authorizations for 1962 and 1963 were made with the recognition that in addition thereto supplemental amounts as necessary would be provided for access road purchases. Accordingly, the fiscal year 1962 appropriation and the fiscal year 1963 budget request provided $2 million of special access road purchase funds in fiscal years 1962 and 1963 in addition to the authorized financing under the Highway Act. The combination of these two appropriations, plus the permanent appropriation of 10 percent of national forest receipts, constituted the total road program for the national forests.

The proposed elimination of this special appropriation will have an immediate and serious effect by sharply retarding the program for obtaining urgently needed access to the national forests. Such access is a vital key to the proper management, utilization, protection, and development of the national forests and for the accomplishment of both the long-range and 10-year objectives as presented in the development program for the national forests. The appropriations made for the road program are so closely integrated that it is not possible to curtail any one segment without serious disruption of the balance of the work to be accomplished.

This proposed reduction would be especially critical in 1963 as negotiations are presently far enough along on the acquisition of the major road systems needed that they must now be continued to completion. Elimination of this special fund at this time would require the utilization of the forest roads and trails funds to cover these purchases which would require elimination of a corresponding amount of locally vital road construction projects now planned for 1963.

To date the roads and trails program is lagging seriously behind the other activities within the national forest program. Presently, consideration is being given to a $10 million increase in the 1963 Highway Act authorization.

Because of these factors, the $2 million of special road access funds are urgently needed in 1963 in addition to the amounts included within the "Forest roads and trails" appropriation under provisions of the Federal Highway Act authorization in order to keep the road construction work more nearly in line with the other national forest activities.

No. 4

FOREST SERVICE

ADMINISTRATIVE PROVISIONS, FOREST SERVICE

(House hearings, pp. 1314–1317; Senate hearings, pp. 1121–1122)

AMENDMENT REQUESTED

Page 31, line 18, strike out "one hundred and fifty-two" and insert "one hundred and seventy-nine", to restore the budget estimate.

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The Department recommends that the reduction in the purchase of 27 passenger motor vehicles be restored. Purchase of 179 such vehicles, of which 137 are for replacement, is needed to provide the necessary transportation for the administration of the various Forest Service programs. This represents a fleet increase of 42 units. The 1962 Appropriation Act provided for the addition of 15 such units. However, this did not allow for the total program increases included in the 1962 appropriation. The 1963 request therefore includes the factors relative to both the 1962 and 1963 program increases. These vehicles would be used in areas where GSA equipment availability and common carrier facilities cannot adequately meet program needs. Without these vehicles, the cost of providing necessary transportation would be increased as it forces an uneconomical and difficult transportation situation. The proposed fleet addition of 42 units is therefore fully justified.

FORESTRY ACTIVITIES IN THE VIRGIN ISLANDS

House Report No. 1446 (p. 24)

"Within the total provided it is expected that the Forest Service will make $30,000 available for continuing the forestry work in the Virgin Islands which has heretofore been financed under the appropriation to the Virgin Islands Corporation."

House Report No. 1446 (p. 30)

"CONTRIBUTIONS

"The committee has denied the budget request of $185,000 for payment to the Virgin Islands Corporation, including $145,000 to cover losses sustained by the Corporation during fiscal year 1961 and $40,000 for the forestry and other agricultural programs. As dissolution of the Corporation is being considered and the Corporation has adequate capital to cover its losses, the committee does not believe that the requested appropriation is necessary. As indicated above, the committee has made provision for the U.S. Forest Service to continue to finance the forestry program."

Statement by the Department

In the "Forest Land Management" section of the House committee report, page 24, it states that the Forest Service is expected to make $30,000 available for continuing the forestry work in the Virgin Islands which has heretofore been financed through the Virgin Islands Corporation. Under the appropriation "Forest land management," the work of the Forest Service is limited to national forests and lands immediately adjacent thereto. The forestry work in the Virgin Islands is principally private forestry cooperation in tree planting stock distribution, private forestry management, and forest products processing. Therefore, the Service is not authorized to carry out this work under "Forest land management."

The forestry work in the Virgin Islands cannot be absorbed under the appropriation "State and private forestry cooperation" without disrupting those activities presently financed under that item involving contributions to States for fire control, assistance in producing tree planting stock, forest management and processing assistance, and general forestry assistance. If the Congress determines that this work should not be financed through the Virgin Islands Corporation as proposed in the President's budget, provision therefor should be made in the Forest Service item "State and private forestry cooperation."

Department of Health, Education, and Welfare

The Secretary of Health, Education, and Welfare,
Washington, March 26, 1962.

Hon. Carl Hayden,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: You have asked for our comments on the action of the House of Representatives on H.R. 10802, the Department of Interior and related agencies appropriations bill for 1963. The House decreased the budget estimates for Indian health activities and construction of Indian health facilities by the amounts of $550,000 and $900,000, respectively.

I have carefully reviewed the impact on program operations of the reductions imposed by the House, and have decided to request the Senate to restore these amounts. The reduction made in Indian health activities is the amount associated with a proposed change in the method of financing advance purchase of supplies for installations in Alaska. This is a nonrecurring increase which I believe to be administratively desirable to correct a situation which unduly complicates fiscal management and budgetary presentation. It is true, however, that the House action will not significantly impair the effectiveness of the program.

The action of the House in reducing the amount contained in the President's budget for construction of Indian health facilities by $900,000 will result in a delay of at least a year on a number of construction projects designed to supply water and sanitation facilities for Indians and Alaska natives. I believe that the amount of $4 million for construction of Indian sanitation facilities contained in the President's budget represents a conservative step forward on the long-range program authorized by Public Law 86-121 to improve the sanitary conditions of our Indian population. I am enclosing with this letter our proposed amendments to the House bill, as well as a more detailed explanation of the effect of the House action. Should you or the committee desire any further information concerning these amendments, we will be happy to furnish it at once.

Sincerely,

Abe Ribicoff, *Secretary.*

AMENDMENTS REQUESTED BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE TO H.R. 10802, 87TH CONGRESS, 2D SESSION, IN THE HOUSE OF REPRESENTATIVES

Public Health Service

INDIAN HEALTH ACTIVITIES

Page 34, line 4, strike out "$55,284,000" and insert in lieu thereof "$55,834,000."

CONSTRUCTION OF INDIAN HEALTH FACILITIES

Page 34, line 13, strike out "$8,320,000" and insert in lieu thereof "$9,220,000."

1963 Appropriation Request

for

Indian Health Activities

EFFECT OF HOUSE ACTION

ON

ADVANCE PURCHASES FOR ALASKA

The House committee disallowed a budget proposal that a direct appropriation of $550,000 be provided to replace the present practice of utilizing contractual authority for making advance purchases for Alaska activities as provided by 58 Stat. 266 and 42 U.S.C., 2001. This one-time request does not represent any increase in program but a means of eliminating advance obligations against funds not appropriated.

Advance purchasing requires apportionment of funds by the Bureau of the Budget prior to the actual appropriation of funds by the Congress (in fiscal year 1962, obligations have already been incurred against the appropriation anticipated for 1963) and unduly complicates the format and understandability of budget estimates submitted to the Congress.

The 1963 Appropriation Request for Construction of Indian Health Facilities

EFFECT OF HOUSE ACTION ON INDIAN SANITATION FACILITIES

In this construction program the Public Health Service enters into agreements with tribal groups on specific construction projects. These agreements represent commitments of tribal participation and of appropriated Federal funds which are obligated as procurement and construction contract awards are made.

All 37 emergency projects authorized in fiscal year 1960 with an appropriation of $200,000 have been completed with the expenditure of the entire $200,000.

All 46 construction projects authorized in fiscal year 1961 have been undertaken with 28 projects essentially completed, and 18 still in progress, most in final stages of completion; an additional 8 emergency projects and 7 special investigations were completed. The entire $2,550,000 appropriation has been committed under cooperative agreements with tribes and Alaska native villages. Against these commitments, obligations as of February 28 total more than $2 million and the last major construction contract award is scheduled to be made this month.

Funds were apportioned by the Bureau of the Budget on September 27, 1961, for 57 construction projects authorized in fiscal year 1962. Forty-eight projects are now in progress and final agreements are being negotiated for the remaining nine projects. Of the $3 million appropriation authorized in fiscal year 1962, as of March 15, 1962, more than $2,300,000 has been committed through executed PHS-tribal agreements on construction projects or obligation of funds on emergency projects and special investigations. Current rate of progress indicates that substantially the entire balance of $700,000 will be committed to projects by the end of the fiscal year 1962.

In light of the above, substantially all appropriated funds for this activity to date should be committed or obligated by June 30, 1962. In effect, the House action in reducing the President's budget by $900,000 will delay for a year or more the initiation of 10 urgently needed construction projects designed to supply domestic water and sanitary waste disposal facilities at 1,152 Indian and Alaska native homes occupied by more than 5,000 beneficiaries.

The following sanitation projects would be eliminated from consideration in fiscal year 1963 as a result of this action:

South Dakota: Sisseton Reservation (Big Coulee and Old Agency District)	$96,000
Domestic water now all hauled from unprotected wells, springs, creeks, or lakes. Enteric disease rate high.	
North Dakota: Fort Totten Reservation (St. Michael's Mission District)	49,000
No acceptable water supply or waste disposal facilities now available.	
New Mexico: Laguna Reservation (Paguate)	51,000
Existing water supply inadequate in quantity and of questionable quality.	
Alaska: Unalakleet	80,000
Village water for home hauled 7 miles from unprotected shallow well and spring area.	
Wyoming: Wind River Reservation (South Fork-Trout Creek area)	82,000
Domestic water hauled from rivers and ditches. Waste disposal facilities lacking. Diarrheal diseases prevalent.	
North Carolina: Cherokee Reservation (Big Cove, Soco, Painttown District)	94,000
Unprotected springs and open streams now used for domestic water.	
Oklahoma: Cherokee County (phase III)	60,000
Most families haul water from unprotected sources. Most waste disposal facilities insanitary.	
California: Fort Yuma Reservation (Winterhaven)	103,000
Water hauled from unprotected and contaminated dug wells.	
Washington: Tulalip Reservation	36,000
Domestic water hauled from unprotected wells, springs, and open streams.	
Arizona: Navajo Reservation (Kayenta)	250,000
Planned Navajo community for relocated Indians from isolated locations.	
Total project costs of reductions	901,000

National Capital Planning Commission

National Capital Planning Commission,
Washington, D.C., March 22, 1962.

Hon. Carl Hayden,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

Dear Senator Hayden: The National Capital Planning Commission respectfully requests the restoration of the following amounts for its regular appropriation estimates in the Department of the Interior and related agencies appropriation bill for the fiscal year 1963:

Salaries and expenses, open-space study, National Capital region	$65,000
Land acquisition, National Capital park, parkway, and playground system	1,200,000

Amendatory language to accomplish these increases is attached which will provide an appropriation of $65,000 for a 2-year period for the open-space study, and $1,300,000 for land acquisition.

Funds for the open-space study and for purchase of lands for stream valley purposes in Maryland and Virginia are complementary to each other.

Funds in the amount of $65,000 for the open-space study were requested on the basis that such costs could not be absorbed within the Commission's annual budget. In somewhat the same manner the Congress provided separate funds in the total of $450,000 for the 1959 Washington regional mass transportation survey conducted by this Commission. The year 2000 plan for the National Capital region recommends general policy proposals for the future development of the region, intended to secure for the people of this area the most satisfying and efficient urban environment possible. Critical to the attainment of these objectives is the necessity to determine how to accomplish the open-space recommendations in the plan, because the urbanized development envisioned cannot be accomplished unless the open-space plans are carried out. In his recent conservation message, the President stressed the importance of preserving open space around the country's rapidly growing metropolitan areas.

We are asking the restoration of $600,000 for each of Virginia and Maryland for stream valley parks. The provision of open space is one of the fundamental attributes of a park program as a conservation activity. The stream valleys to be acquired under the Capper-Cramton Act are to be parks, natural areas where human use will be of a character that conforms to the land without impairment of its resources. These lands, for the most part, are not suited to development for organized sports or other mass activities. Although where they are needed for these purposes and the terrain is suitable, or if reclamation of marsh areas is required for health reasons, moderate provision of such facilities might be achieved.

Another conservation aspect of the program is the provision of habitat for the still abundant wildlife of the region which particularly favors stream valleys.

Sincerely yours,

Elizabeth Rowe,
Mrs. James H. Rowe, Jr.,
Chairman.

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MAY 16 1962
MANHATTAN, KANSAS

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