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SUPPLEMENTAL HEARINGS ON

LEGISLATIVE BRANCH APPROPRIATIONS, 1963

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SUPPLEMENT TO
HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS
SECOND SESSION

ON

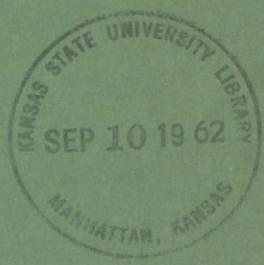
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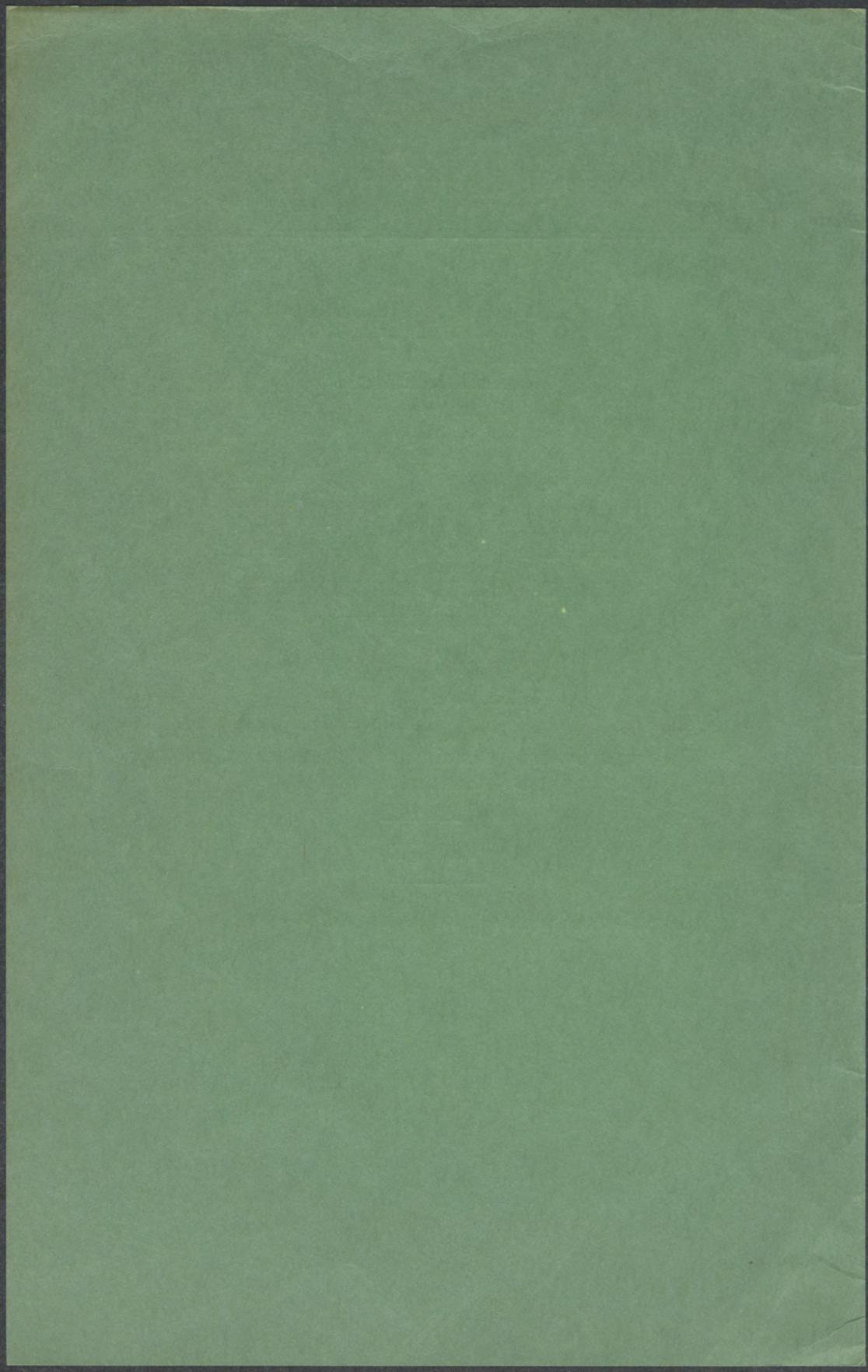
MAKING APPROPRIATIONS FOR THE LEGISLATIVE BRANCH
FOR THE FISCAL YEAR ENDING JUNE 30, 1963, AND
FOR OTHER PURPOSES

PART II

Printed for the use of the Committee on Appropriations

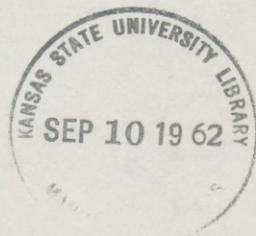
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LEGISLATIVE BRANCH APPROPRIATIONS, 1963

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HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE
EIGHTY-SEVENTH CONGRESS



SECOND SESSION

ON

H.R. 11151

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FOR THE FISCAL YEAR ENDING JUNE 30, 1963, AND
FOR OTHER PURPOSES

PART II

Printed for the use of the Committee on Appropriations



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1962

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

JOHN O. PASTORE, Rhode Island, *Chairman*

DENNIS CHAVEZ, New Mexico

LEVERETT SALTONSTALL, Massachusetts

A. S. MIKE MONRONEY, Oklahoma

MILTON R. YOUNG, North Dakota

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Chairman HAYDEN, Arizona, Ex Officio

THOMAS J. SCOTT, *Clerk*

II

PART II

Printed for the use of the Committee on Appropriations



LEGISLATIVE BRANCH APPROPRIATIONS FOR 1963

WEDNESDAY, JUNE 13, 1962

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

The subcommittee met at 10:30 a.m., pursuant to notice, in room F-37 of the Capitol, Hon. John O. Pastore (chairman of the subcommittee) presiding.

Present: Senators Pastore, Monroney, Hayden, Saltonstall, and Young.

Also present: Senators Douglas and Moss.

JOINT ECONOMIC COMMITTEE

STATEMENTS OF HON. WRIGHT PATMAN, CHAIRMAN OF THE JOINT ECONOMIC COMMITTEE; HON. PAUL H. DOUGLAS, VICE CHAIRMAN; AND HON. HENRY S. REUSS, MEMBER OF THE JOINT COMMITTEE

BUDGET REQUEST FOR 1963

Senator PASTORE. The subcommittee will please come to order.

The Joint Economic Committee is requesting an appropriation of \$260,000 for fiscal year 1963. The letter from the chairman of the committee, Representative Wright Patman, together with the justifications will be included in the record.

The funds made available to this committee during recent years are:

Fiscal year:	
1962	¹ \$259, 555
1961	202, 555
1960	356, 950
1959	156, 950
1958	162, 585

Not including \$20,000 pending.

(The letter and justification follow:)

CONGRESS OF THE UNITED STATES,
JOINT ECONOMIC COMMITTEE,
May 31, 1962.

HON. JOHN O. PASTORE,
Chairman, Subcommittee on Legislative Branch Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR PASTORE: In response to advice from your staff that hearings on the 1963 budget of the Joint Economic Committee have been scheduled for the week of June 11, I am submitting herewith a fresh statement (exhibit B) of the committee's plans for investigations and studies plus an estimation of costs (exhibit A).

It is to be noted that the figure of \$167,555 is recorded as the 1963 budget request. In recent years, the committee has required supplemental appropria-

tions over and above the figure provided in the budget estimate referred to in order to carry out the scope and variety of its work. Total appropriations requested and granted were: \$356,950 for 1960; \$202,555 for 1961; and \$279,555 for 1962, inclusive of a \$20,000 supplemental which at this point has been passed by the Senate but not by the House. For fiscal 1963, we estimate that a total appropriation of \$260,000 would be needed to carry on the work of the committee and its subcommittees.

This amount would permit completion of two projects started in the current fiscal year: updating of the committee's 1957 study of productivity, prices, and incomes and an intensive analysis of the international balance of payments. The Committee on Appropriations approved the aforementioned \$20,000 supplemental for 1962 to permit continued work on these two projects, and to cover the cost of adding a minority counsel and secretary. The 1963 request would also allow the committee to continue work on a number of its other projects, both current and prospective, although on a somewhat reduced basis as compared with the current year.

It is therefore requested that the appropriations act provide \$260,000 for the fiscal year 1963. It is currently anticipated that this is what the committee will require in the future.

Needless to say, I will be happy to supply any additional information that you may wish.

Sincerely yours,

WRIGHT PATMAN, *Chairman.*

EXHIBIT A

Joint Economic Committee—Budgets for fiscal 1962 and 1963

	Actual, July 1, 1961, to Mar. 31, 1962	Estimated, Apr. 1 to June 30, 1962	1962 total	Estimated, 1963
Salaries, total.....	\$179,320	\$56,490	\$235,810	\$222,875
Other:				
Travel.....	7,203	700	7,903	8,000
Telephone and telegraph.....	1,219	500	1,719	1,600
Stationery.....	1,675	500	2,175	2,000
Periodicals and publications.....	494	150	644	600
Petty cash.....	797	150	947	870
Duplicating services.....	442	150	592	590
Witness fees and travel.....	3,022	1,626	4,648	4,400
Current studies involving outside consultants.....		25,117	25,117	19,065
Total, other.....	14,852	28,893	43,745	37,125
Grand total.....	194,172	85,383	279,555	260,000

1962 appropriations:

Legislative Branch Appropriation Act, 1962.....	\$247,555
By transfer from fiscal year 1961.....	12,000
Total appropriations for fiscal 1962 to date.....	259,555
Anticipated supplemental appropriation.....	20,000
Total appropriations for fiscal 1962.....	279,555

EXHIBIT B

COMMITTEE PLANS FOR THE COMING YEAR

In addition to its continuing work on the President's Economic Report, the Joint Economic Committee has initiated or will shortly undertake the studies listed below. Many of them are planned for completion by the end of calendar 1962, in accordance with the program outlined in the Report of the Joint Economic Committee on the January 1962 Economic Report of the President (87th Cong., 2d sess., H. Rept. 1410, pp. 143-146). Some of the studies will, however, carry through the entire fiscal year, although, since the committee's special programs are prepared on a calendar-year basis, these projects will be subject to further review in January 1963.

PRODUCTIVITY, PRICES, AND INCOMES

In the fiscal year 1962, the committee began an updating of the Joint Economic Committee's 1957 study of this subject. It is planned that the updating be completed in 1963; the budget request for next year would provide funds sufficient to permit this. The updating will include extensive statistical calculations under direct professional supervision, and a considerable amount of machine computation.

INTERNATIONAL BALANCE OF PAYMENTS

In 1961 a subcommittee of the Joint Economic Committee (under the chairmanship of Mr. Reuss) made a pioneering study of this subject. A number of original findings and recommendations, including the proposed supplemental increases in the IMF's lending authority, became official policy of the U.S. Government. In spite of progress, however, the deficit in our international payments continues to be a pressing problem and for that reason the committee asked for and received supplemental funds to continue its work. The 1963 request includes allowances for completing this study.

REVIEW OF THE REPORT OF THE COMMISSION ON MONEY AND CREDIT

Hearings were held by the full committee during the latter part of 1961 to consider those portions of the report of the Commission on Money and Credit that deal with the questions of coordination and utilization of the Federal Government's plans, functions, and resources toward achievement of the objectives of the Employment Act. A report is in preparation for submission later in 1962.

VARIABILITY OF PRIVATE INVESTMENT IN PLANT AND EQUIPMENT

This study, conducted as part of a series of studies dealing with the volatile elements of the economy, was begun during 1961 with the preparation and release of a series of papers by academic and business experts. Papers completed and released are: Part I, entitled "Investment and Its Financing," and part II which deals with "Some Elements Shaping Investment Decisions."

Arrangements have been made for studies of other aspects of the investment problem during fiscal 1963. It is also anticipated that with the completion of these study materials, hearings will be held to which business, labor, and academic experts will be invited.

INVENTORY MOVEMENTS, ACCUMULATION, AND LIQUIDATION

As a second part of the committee's series of studies of the volatile elements in the economy, three volumes of staff papers were prepared covering "Postwar Fluctuations in Business Inventories" (pt. I), "Causative Factors in Movements of Business Inventories" (pt. II), and "Inventory Fluctuations and Economic Instability" (pt. III). Two additional staff studies are in preparation for early submission and release. It is also expected that hearings will be held, at which the authors of these studies will discuss their findings.

INVESTMENT IN HUMAN RESOURCES

The committee staff will undertake during the forthcoming year to prepare a factbook on "Investments in Human Resources." Such a factbook may be used as the basis for subsequent hearings next year. The factbook will contain materials on public and private expenditures for education, health, rehabilitation, and other activities that influence the productive capacity of individuals. An attempt will be made to integrate a considerable amount of research which has been done in this general area during recent years.

STUDY OF THE DEALER MARKET FOR FEDERAL GOVERNMENT SECURITIES

The committee's analysis, completed in 1961, of questionnaires submitted by 17 dealers in Federal Government securities has laid the foundation for further study and hearings in regard to that market. The study raised a number of questions about the way the market operates and how to improve it from the standpoint of the dealers, the Federal Reserve System, and the Treasury. The issues involve not only the Government's monetary and debt management policies but also has important implications for the process of savings and investment which are crucial to the stability and growth of the economy. The committee

believes it would be useful to hear from the dealers, other participants in the market, and officials in the Federal Reserve System and the Treasury.

SOVIET ECONOMIC GROWTH

Developments in the last 4 years have rendered the committee's earlier study of the Soviet economy somewhat obsolete. The committee plans to engage several specialists to work with staff in updating this study, and if it appears desirable, hearings will later be held. The study would encompass such topics as recent growth in Soviet national income, comparative labor productivity in the United States and U.S.S.R., real costs of the Soviet Military Establishment, and problems of consumption allocation. It would also cover trade relations within the Communist bloc, Soviet foreign aid activities, educational trends, and the continuing search for economic incentives.

SUBCOMMITTEE ON ECONOMIC STATISTICS

Study of unemployment

The subcommittee expects to continue its study with additional hearings after the President's Committee To Appraise Employment and Unemployment Statistics submits its report later this year.

The Federal Budget as an economic document

An extensive staff study on "The Federal Budget as an Economic Document" was prepared for the subcommittee and released early in January 1962. The study provides information on the steps in budgetary decisionmaking and criteria for constructing a budgetary document for economic analysis and describes the character of present budget data, with some recommendations for changes in the budget document. It is expected that further review of the problem will be carried out during fiscal 1963, based on the completed staff study.

Other subcommittee studies

It has been the practice of the committee to have the staff, every other year, under the direction of the Subcommittee on Economic Statistics, investigate suggestions for revisions in Economic Indicators, and to propose incorporation of such additions and revisions as seem desirable. At the time these revisions are made, the staff also revises and brings up to date the "Supplement to Economic Indicators, Historical and Descriptive Background," with the assistance of the Bureau of the Budget. The subcommittee will do this as part of its program for fiscal 1963.

The measurement of productive capacity

Among the major difficulties in developing appropriate economic policies is that of maintaining a balance between the expansion of productive capacity and of demand, so that the increased output finds a market. The Subcommittee on Economic Statistics has undertaken a study of the uses that are made, or could be made, of measures of productive capacity, the extent to which such measurements are now available, the coverage and reliability of capacity measures, and of what should be done through public or private sources to improve data in this area.

Hearings will be held as soon as practicable, at which various experts on the statistical measurement capacity will be heard, especially those now engaged in preparing such measures in the public or private agencies.

Data on employment for local geographical areas

For a number of years, there has been recurrent interest expressed by Members of Congress and by users of statistical data for improved information on economic developments in local areas, particularly information about changes in employment, unemployment, and related economic data. One of the basic sources of such data by industry and size of establishment for individual counties is a publication called County Business Patterns produced jointly by the Bureau of Old Age and Survivors Insurance and the Bureau of the Census. The data are drawn from the reports by employers on Form 941: Employer's Quarterly Federal Tax Return; Schedule A, Quarterly Report of Wages Taxable Under the Federal Insurance Contributions Act for the first quarter of the year. The report appears every 3 years at the present time. It has been brought to the attention of the committee that for a comparatively modest additional sum this publication could be converted to an annual and quite timely source of information about changes in employment by industry, by size of employer, and with the detail at a county

level. The costs would be entirely for processing and publication, since no additional data collection is involved. The subcommittee will explore this prospect.

Seasonal adjustments of labor force data

During the past year or two, substantial controversy has again arisen over the procedures used in the adjustment of the reported data on the labor force, employment, and unemployment, to eliminate the influence on the data of those regular, recurring forces associated with the seasons of the year. It has been contended that the present methods tend at times to be misleading and alternative methods have been suggested. The staff of the Subcommittee on Economic Statistics has been asked to study the issues involved and to prepare a brief memorandum or report describing the various methods in use or proposed, the advantages and disadvantages of the various methods, and a diagnosis of what would be involved in developing a more satisfactory and generally accepted method of seasonal adjustment, if it should appear that the present methods, as employed by the Bureau of Labor Statistics, are unsatisfactory.

SUBCOMMITTEE ON INTER-AMERICAN ECONOMIC RELATIONSHIPS

Chairman Sparkman and Representative Griffiths from the subcommittee and Representative Curtis from the full committee held on-the-spot discussions in six South American countries with key government officials, labor and business leaders, and experts from academic life in November 1961. Their findings were issued by the subcommittee in January 1962 in a report on "Economic Policies and Programs in South America."

The subcommittee has under consideration a similar study in other Latin American countries for fiscal 1963.

SUBCOMMITTEE ON DEFENSE PROCUREMENT

This subcommittee has held a series of hearings on the progress made by the Department of Defense in reducing unfavorable effects of procurement on economic equilibrium. It will continue to follow these developments with hearings and supporting analysis.

OTHER COMMITTEE STUDIES

Review of annual report of the Federal Reserve System

The committee held hearings to review actions of the Federal Reserve Board and the Open Market Committee, as set out in the Annual Report of the Board of Governors for the calendar year 1960. This review was concerned with policies and actions affecting levels of employment, production, and purchasing power. A report is being drafted and is expected to be ready for review before the end of the fiscal year.

Government price statistics

The Economic Statistics Subcommittee held hearings May 1 to 5, to examine the report on Government price statistics which was prepared for the Bureau of the Budget by the National Bureau of Economic Research. A report on these hearings and the committee's findings in regard to the National Bureau Review Committee's recommendations was released. The committee will continue to follow developments in this field.

Foreign economic policy

During fiscal 1962 the Subcommittee on Foreign Economic Policy made intensive studies of several major aspects of foreign economic policy, including: (a) Problems in aid to the underdeveloped countries; (b) economic relations of the Communist bloc with free world countries; and (c) trade problems of the free world, and in particular, the kind of U.S. trade legislation needed to replace the Reciprocal Trade Agreements Act expiring June 30, 1962. It is anticipated that new trade legislation along the lines which the administration has recommended will substantially remove the public barriers to international trade among the free world nations.

Another major aspect of international trade not yet investigated is that of the private barriers to trade, expressed in cartel agreements and other concerted practices. It is expected that in fiscal 1963 the subcommittee will consider the possibility of studies in this latter field of private trade restraints, and if preliminary inquiries suggest that subcommittee investigations and studies in this field would be fruitful, such investigations and studies will be undertaken. It is anticipated that such investigations would include: (a) Studies and appraisals of

the anticartel laws of the principal trading nations, particularly those recently enacted in Western Europe; and (b) an investigation and appraisal of cartel agreements registered under regulations of the Council of the European Economic Community pursuant to articles 85 and 86 of the Rome Treaty.

Pensions

Staff work was begun during fiscal 1962 on a study of the effect of private pension systems on employee mobility. The subcommittee staff also explored with representatives of labor and management the possibilities for a study of industries likely to adopt new techniques in the near future, for the purpose of determining the kinds, volumes, and locations of probable labor displacement.

Because of the interrelation between private pensions, publicly sponsored benefits, and employment of older workers, it is desirable to: (1) Pull together from various Federal agencies information on the income status of older people; and (2) assess the significance for the economy of pension and employment developments affecting older workers. Staff will undertake to compile this information during fiscal 1963 and to follow the several university studies that are now being conducted on various aspects of the subject. It is expected that upon completion of the fact-gathering phase, hearings will be held at which time university specialists, and others concerned with pensions and retirement, will have an opportunity to testify and discuss their findings and conclusions.

GENERAL STATEMENT

Senator PASTORE. Mr. Patman, we are ready to hear from you.

Representative PATMAN. We appreciate the opportunity, sir, of appearing here today. You have read the important figures, I believe, and it is my understanding that I can insert my statement in the record.

Senator PASTORE. Yes; that has been done.

Representative PATMAN. The figure of \$279,555, for 1962, includes a \$20,000 supplemental which we have not received yet. Our budget request of \$260,000 for the next year is in line with past years; moreover, we are absorbing \$22,000 for the minority, for a counsel and secretary. We hope to absorb that, without increasing the budget so that there will be less available for our studies and investigation than in previous years. Senator Douglas and I have been pretty careful about our budget and I have not heard any objections to it. It has been furnished to each member of the committee, the Democratic members, the majority members, and also the minority members. I have not received any word of protest or objection from any of them, and all of them that I have heard from approve it.

If there are any questions, Senator, I would be glad to try to answer them and if I am not able to answer them, Mr. Reuss here, and also the members of the staff, can.

Senator PASTORE. I will defer to Mr. Saltonstall.

Senator SALTONSTALL. I think I only have one, Mr. Patman. Do I understand that this \$260,000 that you are asking for will have in addition a carryover from the 1962?

Representative PATMAN. No, sir; it will not; and it includes the \$22,000 that we are giving to the minority for a counsel and a secretary. In other words, normally, we would want this \$260,000 anyway, but we are taking out of that the \$22,000; we are not asking for any additional money for these minority staff members.

Senator SALTONSTALL. So that you spent \$279,555 in the fiscal year for 1962, and you are asking for \$260,000 in the fiscal year 1963?

Representative PATMAN. Well, the figure that you stated there is \$20,000 too much because \$20,000 is a supplemental, and the conference committee hasn't met yet. So that it hasn't been enacted.

That figure should be \$259,555.

Senator SALTONSTALL. And you are going to get along on that?

Representative PATMAN. We are going to get along on \$260,000, including the minority members.

Senator SALTONSTALL. You are going to get along on the 1962 year without the \$20,000?

DEMAND FOR JOINT ECONOMIC COMMITTEE LITERATURE

Representative PATMAN. It looks like we will have to. The fiscal year will soon be up, and we will only use a small part of it, if we get it at this late date, probably \$5,000. I would like to point out that there is a big demand for our literature on the Joint Economic Committee. We sent out, last year, 200,000 copies, and another 100,000 were sold by the Government Printing Office too, and there is a profit to the Government Printing Office of about \$20,000 on these booklets and pamphlets, and our committee, of course, is proud of that. It brings something into the Treasury.

Senator PASTORE. Are there any further questions?

Senator SALTONSTALL. I assume Senator Douglas agrees with what Congressman Patman has said.

INVESTIGATIONS CONTEMPLATED

Senator DOUGLAS. May I say if you look at the plans for the coming year, which Chairman Patman has worked out, you will see that there is a whole series of very important investigations. I think that I can say that the publications of this committee have been increasingly accepted by the general public and by the financial and economic writers, and by the universities, and that we furnish non-partisan information, on controversial economic policy issue.

Senator PASTORE. Could you indicate for the purposes of the record, because we are all interested in this, some of the investigations that you do contemplate in this coming year?

Senator DOUGLAS. These are listed on pages 1 to 10 on exhibit B.

They include bringing up to date the committee's earlier study of "Productivity, Prices, and Incomes"; a review of the report of the Commission on "Money and Credit"; studies of the "Variability of Private Investment in Plant and Equipment," and "Inventory Movements, Accumulations, and Liquidation"; the preparation of a fact book on "Investments in Human Resources"; a study of the "Dealer Market for Government Securities"; a new study on "Soviet Economic Growth"; our continuing study of "Unemployment Statistics"; as well as a very important investigation concerning "International Balance of Payments."

Senator PASTORE. How about the stock market?

Senator DOUGLAS. We are going to have some material that bears on it but at present we have no plans to make a specific separate study of it.

Senator PASTORE. Do you expect to be coming back for that?

Representative PATMAN. We would like to have this \$260,000 in one appropriation, because you have to deal with economists in advance, you know. The foundations are employing a lot of these economists and so are the different agencies of Government. To get these economists from the universities, you have to deal with them at

a time when they are available, and sometimes you have to do that months ahead, and sometimes a year ahead. When we get this \$260,000, which we consider reasonable, we will be able to take care of that.

STUDY ON GOLD OUTFLOW

Senator MONRONEY. Did you study anything about the gold outflow? I am sorry I was late in getting here.

Representative PATMAN. Yes; Mr. Reuss can tell you about that.

Representative REUSS. There is a major study on that that is going to start next month, and continue throughout the year.

Senator MONRONEY. I think that is one of the principal problems that we have.

Representative PATMAN. I agree with that.

Senator DOUGLAS. Congressman Reuss is too modest to say that he published one very able study, and he is going to continue as chairman of the committee on that.

Senator MONRONEY. It is the hardest thing in the world to get people to understand what you are trying to do in economics. I have heard the debates on the floor and you get maybe one line or no line at all. Yet if you challenge the majority leader on loquacious verbosity, it gets half a column.

LIBRARY OF CONGRESS

STATEMENTS OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS; AND J. SCHMIDT OF THE GENERAL SERVICES ADMINISTRATION

SUPPLEMENTAL BUDGET ESTIMATE

Senator PASTORE. A supplemental budget estimate dated June 7 1962, in the amount of \$955,500, for the alteration and air conditioning of space at the Naval Weapons Plant for occupancy by the Library of Congress has been received by the committee.

A copy of Senate Document No. 99 will be included in the record as well as the justifications from the Library of Congress and a letter forwarded to the committee by Dr. Mumford, the Librarian of Congress.

The committee will be glad to hear from Dr. Mumford as well as representatives from the General Services Administration with respect to this supplemental estimate.

(The justification referred to follows:)

THE LIBRARIAN OF CONGRESS,
Washington, D.C., May 23, 1962.

HON. JOHN O. PASTORE,
*Chairman, Subcommittee on Legislative Appropriations,
U.S. Senate, Washington, D.C.*

DEAR SENATOR PASTORE: In the hearings on our estimates for fiscal year 1963 held before your subcommittee on April 25, 1962, I set forth briefly the Library's situation as to securing rental space as a temporary expedient to relieve overcrowded conditions pending the construction of a third library building and indicated the possibility that space might be provided in the Naval Weapons Plant in lieu of commercial rental space.

Members of the Library staff have continued their efforts to find suitable space either in non-Federal or Federal facilities. Space offered to us as a result of invitation for bids has proved to be completely unsatisfactory for our purposes. We have been notified by the General Services Administration that bids have been canceled because of the availability of Government-owned space.

The General Services Administration has offered suitable space at the Naval Weapons Plant provided that the Library would reimburse the General Services Administration for the cost of alterations. This would require both an increased appropriation for fiscal year 1963 and appropriation language authorizing reimbursement for alterations, including air conditioning. Accordingly, I am submitting a proposed amendment to the fiscal year 1963 estimates through the Bureau of the Budget as set forth in attachment A.

A tabulation indicating the computation of the added cost for fiscal year 1963 is submitted as attachment B.

I believe that the investment of \$1,100,000 for alterations can be justified on the basis of amortization of this amount within about 6 years through the savings resulting from the use of federally owned facilities as compared with the estimated cost of comparable commercial rental space. It is pointed out that after the space in the Naval Weapons Plant is no longer required by the Library of Congress, it would be in improved condition for use by other Government agencies.

Sincerely yours,

L. QUINCY MUMFORD, *Librarian of Congress.*

ATTACHMENT A

THE LIBRARY OF CONGRESS,
Washington, D.C., May 25, 1962.

Mr. DAVID E. BELL,
Director, Bureau of the Budget,
Washington, D.C.

DEAR MR. BELL: I am transmitting herewith supplemental estimates for the legislative branch, Library of Congress, in the form of an amendment to the estimates for fiscal year 1963, as follows:

"Salaries and expenses, Library of Congress": On page 22 of the Appendix to the Budget of the U.S. Government, 1963, column 1, increase the amount of the estimates from \$9,032,600 to \$9,988,100 (increase of \$955,500).

"Salaries and expenses, Library of Congress": On page 22 of the Appendix to the Budget of the U.S. Government, 1963, column 1, after the amount of the estimate insert the following: *Provided*, That not to exceed \$1,100,000 shall be available for reimbursement to the General Services Administration for alterations, including air conditioning, of space to be occupied by the Library of Congress in the Naval Weapons Plant.

Sincerely yours,

L. QUINCY MUMFORD, *Librarian of Congress.*

Brc: The Honorable John O. Pastore, chairman, Senate Subcommittee on Legislative Appropriations.

ATTACHMENT B

Library of Congress—Space rental requirements, fiscal year 1963

Required for alterations of 85,000 square feet of space in Naval Weapons Plant.....	\$1,100,000
Required for maintenance per GSA estimates, 85,000 square feet at \$1.50 equals \$127,500 per annum; 10 months' occupancy.....	106,250
Total requirements.....	1,206,250
Included in H.R. 11151 for 1963 as passed by the House:	
62,500 square feet, at \$3.75.....	\$234,375
Less: 25 percent for delayed occupancy.....	—58,625
Total.....	175,750
60,000 square feet in Naval Weapons Plant, at \$1.25, for maintenance.....	75,000
Total available for space for 1963 in House bill.....	250,750
Additional amount required for 1963.....	955,500



LIBRARY OF CONGRESS, JUSTIFICATION OF AMENDED ESTIMATES, SALARIES AND EXPENSES, LIBRARY OF CONGRESS, RENOVATION AND MAINTENANCE COSTS AT NAVAL WEAPONS PLANT, FISCAL YEAR 1963

Salaries and expenses, Library of Congress

1963 House bill (amount included in H.R. 11151 as passed by the House)-----	\$8, 930, 000
1963 revised estimate-----	9, 885, 500
Net increase-----	955, 500

Analysis of increase

1. Renovation and maintenance costs at Naval Weapons Plant, fiscal year 1963-----	\$1, 206, 250
Less amount provided in H.R. 11151 as passed by the House for space rental and maintenance-----	-250, 750
Additional amount required for fiscal year 1963-----	955, 500

Renovation and maintenance costs at Naval Weapons Plant

Required for renovation per GSA estimates, of 85,000 square feet of space in Naval Weapons Plant-----	\$1, 100, 000
Required for maintenance per GSA estimates, 85,000 square feet at \$1.50 equals \$127,500 per annum; 10 months' occupancy-----	106, 250
Total requirements-----	1, 206, 250
Included in H.R. 11151 for 1963 as passed by the House:	
62,500 square feet at \$3.75-----	234, 375
Less 25 percent for delayed occupancy-----	-58, 625
Total-----	175, 750
60,000 square feet in Naval Weapons Plant, at \$1.25 for maintenance-----	75, 000
Total available for space for 1963 in House bill-----	-250, 750
Additional amount required for 1963-----	955, 500

The amount requested is the difference between the revised requirements for 1963 and the amounts provided for space rental and maintenance in the appropriation bill for 1963, H.R. 11151, as passed by the House.

The requirements for 1963 as now proposed consist of two basic elements: First, the nonrecurring item of \$1,100,000 needed for renovation of space in the Naval Weapons Plant and, second, the General Services Administration charge for maintenance of the premises once they are made available to the Library. With respect to the renovation cost, the estimate of \$1,100,000 has been provided by the General Services Administration and covers construction, including replacement of the flooring, building of partitions, and painting, plumbing, air-conditioning, electrical work, and engineering costs. The General Services Administration annual charge for maintenance of the premises is estimated at \$1.50 per square foot, which totals \$127,500 per annum for the 85,000 square feet, and \$106,250 for the estimated 10 months of Library occupancy in 1963. Accordingly, the estimate, for 1963 only, is \$1,100,000 for the renovation and \$106,250 for maintenance, a total of \$1,206,250. Already provided in the House bill are two space items: 62,500 square feet of commercial rental space at \$3.75 per square foot and 60,000 square feet in the Naval Weapons Plant at \$1.25 per square foot. Because of formerly anticipated occupancy of the commercial rental space for only 9 months in 1963, the cost of the two items covered by the House bill amounts to \$250,750. The difference between the revised requirements and the amount included in the House bill is \$955,500.

It is pointed out that after fiscal year 1963, under the revised proposal, the annual cost of maintaining the 85,000 square feet of space in the Naval Weapons Plant will be \$127,500. Based on experience in searching for 62,500 square feet of commercial rental space, it is estimated that 85,000 square feet of space in an acceptable location and suitable for the Library's purposes would cost about \$3.75

per square foot, which is \$318,750 per annum or \$191,250 more than the estimated annual maintenance cost for this amount of space in the Naval Weapons Plant. Furthermore, when the premises are vacated by the Library with the availability of a third Library building, the vacated premises would be suitable for further occupancy by another Federal agency without significant additional costs.

The space now offered to the Library at the Naval Weapons Plant represents the culmination of 4 years of intensive search. The initial search for space in 1958 disclosed that no facilities were available in the Capitol Hill area. Accordingly, with the approval of the Joint Committee on the Library, the Library sought the aid of the General Services Administration. In the absence of a suitable Government-owned building, the General Services Administration requested funds in its fiscal year 1960 budget estimates for 200,000 square feet of rental space, this being the area estimated to enable the Library to manage until an additional building could be constructed. This request was not approved by Congress as an overall review of the Library's future space needs was then under review by the Joint Committee on the Library and because the cost estimate was considered to be high. It was suggested that a more reasonable estimate be submitted at a later time. Subsequently, the Library sought, and received in its fiscal year 1961 and 1962 appropriations, funds for the rental of 62,500 square feet of space to accommodate the Catalog Card Distribution Service, the Library Branch of the Government Printing Office, and parts of the Library's collections of prints and photographs, photographic negatives, and related materials in non-book format. Again, no Government-owned building suitable to the purpose was available, and in February of 1962 the General Services Administration secured bids for the rental of commercial space.

After thorough study and investigation of the 17 bids received, the Library recommended that each of the bids be rejected for one or all of the following factors: Lack of adequate public transportation, site too distant from the Library of Congress, and cost in excess of moneys appropriated for the purpose. Concurrently, developments in the allocation of space in the Naval Weapons Plant resulted in the present reservation of space for the Library, in lieu of commercial rental space, in buildings 159 and 159-E located about 1,200 feet within the west end of the Naval Weapons Plant compound, near the First and M Streets SE., entrance.

The 85,000 net square feet of space available in these buildings is readily adaptable to the Library's uses and will accommodate the Catalog Card Distribution Service, the Library Branch of the Government Printing Office, segments of the Prints and Photographs, the Catalog Maintenance, and the Union Catalog Divisions, the Publication Unit with the stock of Library publications, and the Photoduplication Service newspaper preservation microfilming project with related files of the bound newspaper collections.

Before the proposed third Library building can be provided for the Library's permanent occupancy, nearly 30 years will have passed without any addition to the Library's physical plant. Since 1939, when the annex was occupied, the Library's staff and collections have grown rapidly. The increasing acuteness of the Library's space problems is characterized by the growth in its collections. From fiscal year 1951 to fiscal year 1961, the Library's collections in all categories of materials have grown from 29 million to 41 million pieces. Furthermore, there are indications that this increase will be surpassed during the current decade as the result of a marked increase in publishing activity in most areas of the world. Lack of space to shelve these additional materials and to house the staff to service them is at a critical stage. The acquisition of space now offered will alleviate some of the Library's space problems by clearing certain book stack areas so that additional material can be shelved and by vacating work areas so that operations now carried on in book stack space not designed as work space can be shifted thereto.

LANGUAGE CHANGES

The following language change has been proposed: "Provided, That not to exceed \$1,100,000 shall be available for reimbursement to the General Services Administration for alterations, including air conditioning, of space to be occupied by the Library of Congress in the Naval Weapons Plant."

The objectives of this language change are as follows:

1. To authorize reimbursement to the General Services Administration in the amount of \$1,100,000 which is the estimate of that agency for the cost of making the premises at the Naval Weapons Plant suitable for occupancy by the Library of Congress.

2. To authorize the necessary expenditures for renovations of this magnitude.

3. To permit the Library of Congress to reimburse the General Services Administration specifically for air-conditioning of the premises, since the General Services Administration is prohibited from accepting funds for the specific purpose unless authorized by appropriation act or otherwise.

There is now included in H.R. 11151 as passed by the House under the appropriation head "Salaries and expenses, Library of Congress," the following language "rental of buildings in the District of Columbia and, if found advantageous to the United States by the Librarian of Congress, without regard to section 3709 of the Revised Statutes, as amended;". This language was required to further the efforts of the Library to secure suitable commercial rental space in the District of Columbia without competitive bids. This provision will not be required if the Congress takes favorable action on the funds for renovation and maintenance of space in the Naval Weapons Plant.

[87th Cong., 2d sess., Senate, Doc. No. 99.]

COMMUNICATION FROM THE PRESIDENT OF THE UNITED STATES TRANSMITTING AN AMENDMENT TO THE BUDGET FOR THE FISCAL YEAR 1963, INVOLVING AN INCREASE IN THE AMOUNT OF \$955,500 FOR THE LIBRARY OF CONGRESS

THE WHITE HOUSE,
Washington, June 7, 1962.

THE PRESIDENT OF THE SENATE.

SIR: I have the honor to transmit herewith for the consideration of the Congress an amendment to the budget for the fiscal year 1963, involving an increase in the amount of \$955,500 for the Library of Congress.

The details of this budget amendment are set forth in the attached letter from the Director of the Bureau of the Budget.

Respectfully yours,

JOHN F. KENNEDY.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 4, 1962.

THE PRESIDENT,
The White House.

SIR: I have the honor to submit herewith for your consideration an amendment to the budget for the fiscal year 1963 involving an increase in the amount of \$955,500 for the legislative branch as follows:

LEGISLATIVE BRANCH
LIBRARY OF CONGRESS

Budget appendix page	Heading	Original estimate	Revised estimate	Increase
22	Salaries and expenses..... (Add the following proviso at the end of the paragraph under this head:) <i>Provided, That not to exceed \$1,100,000 shall be available for reimbursement to the General Services Administration for alterations, including air-conditioning, of space to be occupied by the Library of Congress in the Naval Weapons Plant.</i>	\$9,032,600	\$9,988,100	\$955,500

This amendment is required for the alteration and air conditioning of space at the Naval Weapons Plant for the occupancy of the Library of Congress. As required by statute, the request by the legislative branch is forwarded without change.

Respectfully yours,

DAVID E. BELL,
Director of the Bureau of the Budget.

GENERAL STATEMENT

Mr. MUMFORD. Mr. Chairman and other members of the committee, I appreciate very much this opportunity to appear before you to present justifications for the appropriation of funds for the renovation of space in buildings 159 and 159-E of the Naval Weapons Plant for the use of the Library of Congress. The estimate appears in Senate Document No. 99 as an amendment to the Library's budget for fiscal year 1963.

FUNDS FOR RENTAL OF COMMERCIAL SPACE

The space in the Naval Weapons Plant reserved by the General Services Administration for the Library of Congress would be in lieu of commercial rental space for which the Congress appropriated funds to the Library in fiscal years 1961 and 1962 and for which funds are included in H.R. 11151, the legislative branch appropriations bill for fiscal year 1963.

Since 1958 the Library has sought facilities outside of the Library buildings to relieve crowding and to allow normal growth of the Library until an additional structure is provided for permanent occupancy by the Library. The situation has become critical. Suitable Government-owned buildings have not been available, and efforts to secure acceptable rental space through competitive bidding have been unsuccessful.

HOUSE ACTION

Senator SALTONSTALL. Mr. Mumford, we have on page 2 of this justification some figures which justify the \$955,500 submitted by the President. Now my question is this: Do I understand that the House has only given you \$250,750, and that this request now comes to the Senate, as a new appropriation that has not been considered by the House committee or not presented to the House committee?

Mr. MUMFORD. That is correct, Senator, and that has come about because of recent developments of availability of space in the Naval Weapons Plant, which we did not know about at that time.

Senator SALTONSTALL. So the message of June 7th from the President was not presented to the House committee, at all, and they have not considered it?

Mr. MUMFORD. That is correct, sir.

Senator SALTONSTALL. What they did consider was this \$250,750 for rental of other space, other than the Naval Weapons Plant, is that correct?

Mr. MUMFORD. The House committee considered the request for 62,500 square feet of rental space, presumably commercial rental, and for 60,000 additional square feet in the Naval Weapons Plant at the estimated rate of \$1.25 per square foot for maintenance, making the total of \$250,750.

Senator SALTONSTALL. So this money that you are asking from us is for the renovation of the Naval Weapons Plant, the gun factory?

Mr. MUMFORD. That is correct, and it would be partially in lieu of commercial rental space.

Senator SALTONSTALL. And you have got to have this renovation in order to supplant the lease of commercial space?

Mr. MUMFORD. Yes, sir.

Senator PASTORE. Why do you say partially in lieu? Isn't it totally in lieu?

Mr. MUMFORD. It is totally in lieu of the amount of 85,000 square feet, it is some in excess of the amount that was allowed for commercial rental space, but at the same time, as I have indicated, the House committee did allow for 60,000 additional square feet in the Naval Weapons Plant.

TOTAL SQUARE FOOTAGE OF SPACE

Senator PASTORE. Well, how much in total would you have, square footage would you have in the Naval Weapons Plant, once this alteration was made?

Mr. MUMFORD. About 85,000 feet.

Senator PASTORE. And I understood you to say that you need additional space besides that?

Mr. MUMFORD. This will tide us over for the time being. We will need additional space. In 1959 we estimated that it would require a minimum of 200,000 square feet to carry the Library until a third building might come into being, a permanent building for the Library. We understand that there is still some unassigned space in the Naval Weapons Plant, and there might be some possibility of obtaining some additional which would not require renovation and which perhaps might be absorbed in GSA's budget, which we would not need to request.

Senator PASTORE. How long will this arrangement last you?

WORK OPERATIONS IN STACK AREAS

Mr. MUMFORD. Perhaps 2 or 3 years from now. There is the immediate pressure to get work operations out of stack areas, so we can install shelves. To accomplish this we need to move certain work operations to the Naval Weapons Plant and to move into the space in our present buildings, gained by this transfer, work operations now in stack areas.

Senator PASTORE. But the point that I should like to emphasize in the record is that once this amount is granted to you for this alteration, that you will remain accommodated for at least 3 years to come?

Mr. MUMFORD. I think we can manage for 3 years.

Senator SALTONSTALL. May I ask this question? What you are asking for is 85,000 square feet of renovated space, and you expect to need 115,000 square feet of unrenovated space in addition to the 85,000 that you are renovating and that will last you, as you told the chairman, for 3 years.

Mr. MUMFORD. This would make approximately 200,000 square feet. We had estimated, as I say, in 1959, that this might carry us until the third building came into being, although it might not be completely realistic.

What we are asking for at present is an additional perhaps 40,000 square feet in the Naval Weapons Plant, to which we could move things, that would not require renovation.

ADDITIONAL LIBRARY BUILDING

Senator SALTONSTALL. But this will not delay your request for an additional Library?

Mr. MUMFORD. No, sir; the need for a third building will remain strong.

Senator SALTONSTALL. If you get a third building, will you continue to use this space in the Naval Weapons Plant?

Mr. MUMFORD. We would expect to bring back the operations that are there to the third building.

Senator SALTONSTALL. So what we are really doing is putting in \$955,500 in lieu of commercial rental for an unspecified time in the future?

ANNUAL MAINTENANCE

Mr. MUMFORD. That is correct, sir. I would like to point out, however, that while the renovation may appear high, it is a non-recurring item and when the Library moves out it would be very good space for other Government purposes. The annual maintenance upon the space would be far less than that required for commercial rental.

Senator MONRONEY. In other words, the building is going to be remodeled at a cost of nearly a million dollars, by the Library or by General Services?

Mr. MUMFORD. By General Services Administration.

Senator MONRONEY. This is a request for Library appropriations?

Mr. MUMFORD. The Library will be reimbursing GSA.

CAPITAL EXPENDITURE

Senator MONRONEY. What I am trying to say is this: We were challenged yesterday on the floor on the basis that we are always adding extravagantly to the appropriations that the frugal and all-seeing members of the House Appropriations Committee include. Here is \$1 million that we are asked to add to a bill. I don't know whether the independent offices bill has passed the House yet or not, but it seems to me that if we are going to let the Library use this building for a period of approximately 3 years as a tenant, the money ought to be asked for by GSA, because it will become a Government building and not a Library building. This is a capital expenditure that seems to me, in the light of the attitude that the minority leader took yesterday, we should require all of these items that are not emergency items to come in the regular bills and be considered in the House.

Mr. MUMFORD. May I say, Senator, that I think we would be occupying the building considerably longer than 3 years; I don't think the prospect of a third building being ready for occupancy in 3 years would be realistic. Now the 3 years was mentioned as a period of time that would permit us to manage without additional buildings.

Senator SALTONSTALL. There is merit in what the Senator from Oklahoma has said, from the point of view of the Senate and appropriations. This is essentially not a Library expenditure, but a GSA expenditure for making it possible for the Library to occupy it. Now can we put it in the GSA instead of the Library, then the Library

would have to pay rent or pay renovation charges, or maintenance charges?

Mr. MUMFORD. That is correct.

Senator SALTONSTALL. To GSA, but essentially it would become a building where the responsibility would be in the GSA.

Senator MONRONEY. Furthermore, if it were in the GSA appropriation, they would build it with a view partly to your needs but also to whatever permanent usage the building would have when you vacate it.

Mr. MUMFORD. I think Mr. Schmidt who is here from GSA might wish to comment on that.

Senator PASTORE. Before you do that, I would like to clear up this point because I don't think it is clear in the record. We are talking here about an accommodation for 3 years at least. With this amount of money that you are asking for now, 85,000 square feet could be renovated; and you are saying that you are talking with GSA to see if you can't get 40,000 additional square feet which would require no renovation expense from your appropriation. Now will this total accommodate the Library for 3 years, or does that include space that looks forward to the future?

Mr. MUMFORD. That is projecting for the period until a third building may be available for the Library.

Senator PASTORE. Now it is only 125,000 square feet, you are talking about in lieu of 200,000 square feet?

Mr. MUMFORD. I didn't mean to imply that the 40,000 additional that we were mentioning now would fully carry us until a third building is ready.

Senator PASTORE. Am I safe to say that 85,000 square feet will accommodate you for a period of 3 years?

Mr. MUMFORD. I think so.

DECISION TO INCLUDE REQUEST IN LIBRARY BUDGET

Mr. SCHMIDT. On the renovation to the building in the Weapons Plant, the General Services Administration had not made any provision for this in its budget, and ordinarily we would not make any provision for space for the Library in the GSA budget. In fact, I think, going back to the period about 3 years ago, an effort was made to include this rental item in the GSA budget, but the decision was made to include it in the budget for the Legislative Branch, or include it in the Library's appropriations.

Senator PASTORE. Are you saying that unless the Library of Congress came in here and asked for this, if it were left up to GSA, maybe they would never get it?

Mr. SCHMIDT. Let me say this, that as far as the renovation of this building is concerned, the General Services Administration if space were not assigned to the Library, would eventually go to the Congress for funds to renovate the space. It is a permanent building and we would expect to use it for a good long period in the future. So eventually we would be asking for funds to renovate this space. But since the Library had the immediate need and since it was not possible for us to get an acceptable block of space by lease, we felt this was a good solution to their problem and we were willing to forego some of the other demands we had to permit the Library to use this for 3 to 5 years until their new facilities are ready.

Senator PASTORE. It again comes back to the basic question as being the one by Senator Monroney, Why didn't GSA propose this amount in the independent offices bill?

Mr. SCHMIDT. I think all of this has occurred since this spring, since the budget was submitted to the Congress. In fact the property was not declared excess by the Department of Defense until around the first of June, even though our planning for use of Government facilities predated that.

Senator SALTONSTALL. From the point of view of the Senate, the GSA would be perfectly willing to have this \$955,500 put in its budget, and the maintenance item put in the Library budget, if the Appropriations Committee decides that was the way to handle it.

Mr. SCHMIDT. I am sure the General Services Administration would not be opposed to that. It is a matter of having the funds necessary to make these alterations. The space is industrial type space, and it has to be converted.

Senator SALTONSTALL. Mr. Chairman, would the General Services Administration be willing to write a letter to the chairman of this committee, if the chairman approves of this suggestion, to say that it would be acceptable to you to have this \$955,500 added to your budget as a principal cost of renovating this building first for the Library, and then for any other purposes in the future years that might come along?

Senator YOUNG. Won't this mark the first time that we have appropriated money in this appropriation bill for renovation of a building or for a building that is not on Capitol Hill.

Senator SALTONSTALL. I think that may be true.

Senator YOUNG. Once you get funds for this building you are going to spread out further and then we are going to have to be duplicating other services.

Senator MONRONEY. We have rented space off Capitol Hill for our special committees.

Senator YOUNG. It was mostly temporary.

Senator MONRONEY. I don't think we have ever gone into a permanent investment far removed from Capitol Hill.

CAPITAL INVESTMENT IN LEGISLATIVE BILL

Senator SALTONSTALL. This would be a capital investment in the legislative appropriations bill, for a building that is not a part of the Capitol, or the Library itself, as the Senator from North Dakota brought out.

Senator PASTORE. That is true. We have the legislative appropriation bill before us and that is the reason why this is being requested. We are appropriating a quarter of a million dollars for rent. No matter how you figure this out this is going to pay off in 4 or 5 years. What you are doing, you are appropriating money for alterations in lieu of rent. Now we would have to be appropriating the rent money in this bill, which we have done. Now, instead of doing that the next 4 or 5 years we are going to put in this alteration. I realize that maybe the other way would even be better but I don't think that we are too much off base.

Senator MONRONEY. The precedent worries me a lot. When we depart from Capitol ground and start taking over buildings or remodeling them, we are going to have a pretty hard time.

Senator SALTONSTALL. The answer is, the Library needs it, and the question is from a procedural point of view how best to do it.

Mr. MUMFORD. We need it extremely badly in the immediate future. We are really in a critical stage. The difference between the cost of renovation plus the annual maintenance of the space in the Naval Weapons Plant and that of commercial rental, as Senator Pastore has indicated, would be recovered within a relatively few years.

Senator PASTORE. I think that we have completed the record on this and we will have to decide exactly how to do it but would you insist upon that letter then at this point?

Senator SALTONSTALL. No, I will not insist upon the letter. I was trying to work out the best method. I think there is a lot in what the chairman says, that it might get lost in the shuffle of the big bill. The President brought this in in this way. Personally I would agree with Mr. Monroney. I think it would be better the other way, but I think the Library would get a better opportunity to get it in this bill than it would in the other bill.

Mr. SCHMIDT. If the item were to be added to the General Services Administration budget, it would have to be in the amount of something larger, because here a portion of it is already offset with the item of rental.

Senator PASTORE. That is right.

Senator SALTONSTALL. I think, Senator Monroney, if the chairman will permit us, I am a member of the Independent Offices Committee as you are.

Senator PASTORE. I am, too.

Senator SALTONSTALL. Can we get this in the record?

Senator MONRONEY. I think an informal conversation with Chairman Magnuson might take care of the problem.

FUNCTION OF GENERAL SERVICES ADMINISTRATION

Senator MONRONEY. Unless it is a part of the Capitol, I hate to make a capital investment. General Services is the housekeeping agent for the Government, and if they would do the work, maintain the building, and take it back, that would be the best way.

We would have to give the building to them later, I presume. How could you come back into possession of the building?

Mr. SCHMIDT. The building would never leave the possession of GSA. This happens to be only one floor of a number of floors in that building.

Senator MONRONEY. We would be remodeling only one floor?

Mr. SCHMIDT. Yes.

Senator PASTORE. Well——

Senator MONRONEY. If we are going to have one floor, and we are going to put \$1 million into it, I think it would be better to have the GSA do the whole thing.

Mr. SCHMIDT. I am sure we wouldn't object to which appropriation it appears in, just as long as we do have the funds to take care of the Library's immediate problem. The timing is most important, as I understand.

Senator SALTONSTALL. I have no further questions.

Senator PASTORE. Thank you very much.

Mr. MUMFORD. Thank you very much, Mr. Chairman.

ARCHITECT OF THE CAPITOL

STATEMENT OF J. GEORGE STEWART, ARCHITECT

OFFICE AND STORAGE ROOMS IN SUBWAY TUNNEL SPACE

Senator PASTORE. The Architect of the Capitol in a letter dated May 10 has requested an additional appropriation of \$165,000 for the purpose of converting to office and storage use the space in the subway tunnel from the Capitol to the Old Senate Office Building.

The letter and breakdown of the estimate of \$165,000 will be included in the record at this point.

Mr. George Stewart is here to testify on this request.

(The justification referred to follows:)

ARCHITECT OF THE CAPITOL,
Washington, D.C., May 10, 1962.

HON. JOHN O. PASTORE,
Chairman, Subcommittee on Legislative Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: It is respectfully requested that the following amendment be made in the legislative branch appropriation bill, 1963, as passed by the House of Representatives and as now pending before your committee, under the heading "Capitol buildings":

On page 15, line 7, strike out "\$1,282,000" and insert in lieu thereof the following: "\$1,447,000, of which not to exceed \$165,000 shall be available for converting to office and storage use the space in the old subway tunnel from the Capitol to the Old Senate Office Building."

This request is submitted at the direction of the Senate Committee on Rules and Administration.

That committee has considered and approved a plan to convert for use as office and storage rooms the space in the old subway tunnel from the Capitol to the Old Senate Office Building at an estimated cost of \$165,000.

As to the need for the additional space to be provided by this conversion, may I quote the following pertinent paragraphs from Senator Mansfield's letter of April 7, 1962:

"This will acknowledge receipt of the architectural plans and estimates for converting the old tunnel into offices and storerooms. They appear to me to be well-drawn and practical plans which will make very efficient use of this valuable space.

"This letter will constitute my general endorsement, as majority leader, of the plans. It is my intention, further, to bring the matter up for consideration at the next meeting of the committee and will advise you through Mr. Gordon Harrison of any further development. Because of the great need for space and the comparatively low cost of conversion of the tunnel, I would anticipate endorsement of the proposal by the committee. It would be my hope that you would be able to begin this work promptly and bring it to completion as soon as possible."

A description of the work proposed follows:

Office rooms (in half of tunnel nearer the Capitol)

Seventeen office rooms, varying in size from 17 by 17 feet (289 square feet) to 20 by 13 feet (260 square feet). The total floor area for offices is approximately 4,500 square feet. Offices would be finished with plaster walls, acoustical tile ceiling, and vinyl tile floor with rubber tile baseboard. All offices, would be air conditioned, have louvered metal doors, and fluorescent lighting. Empty conduits will be provided for telephone outlets; corridor faces would be exposed masonry blocks and painted. Ductwork for air conditioning offices would be located along corridor ceiling and left exposed. This arrangement will provide access to the duct heaters without having to enter the offices.

Storage rooms (in half of tunnel nearer the Senate Office Building)

Nineteen storage rooms: These rooms would vary in size, the greater number being 13 by 20 feet or 13 by 15 feet. The storage rooms measuring 13 by 20 feet would be constructed so as to permit later conversion as offices, if so desired, with

minimum cost and disruption. The total floor area for storage is approximately 3,800 square feet. Storage areas would be constructed of masonry blocks, painted inside and outside, and would be provided with louvered metal doors and wire mesh section above for ventilation. Lighting would be of the fluorescent type.

General

Toilets would be provided, one for men and one for women, approximately midway in the expanse of offices.

In general, the entire installation would be fireproof.

Existing pipework (large utility lines) in the corridors would remain exposed.

A corridor approximately 6 feet wide would be provided next to the utility lines from one end of the tunnel to the other.

Time for completion

If the work is accomplished by a combination of contracts and the Architect's forces, it is estimated that the job can be completed in approximately 4 months.

Cost

The construction cost is estimated as \$165,000. Breakdown of the estimate is attached.

Furniture and furnishings

It is the recommendation of the Senate Committee on Rules and Administration, the Sergeant at Arms, and the Architect of the Capitol that the areas be furnished by the Sergeant at Arms pursuant to the usual practice in the Senate wing of the Capitol.

Yours very truly,

J. GEORGE STEWART,
Architect of the Capitol.

Breakdown of estimate

Removing overhead rails, lattice work, lumber, and tracks.....	\$26,000
Brickwork.....	11,880
Steel lintels.....	221
Plastering.....	11,830
Acoustical tile ceilings.....	4,212
Vinyl floor tile.....	6,318
Rubber base.....	640
Painting.....	10,400
Concrete floors.....	9,828
Steel shelving in storerooms.....	12,550
Allowance for 2 toilets.....	26,121
Air conditioning.....	30,000
Electrical work.....	15,000
Total.....	165,000

GENERAL STATEMENT

Mr. STEWART. Mr. Chairman, in this letter to which you referred, dated May 10, we requested \$165,000 to be provided for the fiscal year 1963, for converting to office and storage use the space in the old subway tunnel from the Capitol to the Old Senate Office Building.

The letter which you have put in the record contains all pertinent details including the description of the rooms and the cost breakdown. Briefly there will be provided 17 office rooms with a total floor area of 4,500 square feet, most of the rooms are 13 by 20 feet, and 19 storage rooms with a total floor area of 3,800 square feet, and most of the storage rooms are 13 by 20, or 13 by 15.

APPROVAL OF COMMITTEE ON RULES

Six storage rooms are being constructed so they may later be converted to office rooms, if desired, at minimum cost. We have the plans for this improvement here, Mr. Chairman, if the committee

wishes to examine them. They were developed in accordance with the general ideas of the majority leader for the utilization of the space and have been approved by the Senate Committee on Rules and Administration.

Senator PASTORE. How immediate a need is there for these storage rooms?

Mr. STEWART. Apparently from the actions of the majority leader and Senate Rules Committee, they feel that the need is urgent for this space.

Senator PASTORE. You are in no position to testify on that?

Mr. STEWART. No, sir; I can't testify on that. Requests for additional space are made to Senator Mansfield as chairman of the Senate Committee on Rules and Administration.

Senator PASTORE. Do you have plans and specifications that will provide that?

PLANS AND SPECIFICATIONS

Mr. STEWART. We have the plans here. The specifications have not been completed as there is a certain part of this work which will be done by our own force, and other portions will be the purchase of the material and labor and so forth.

Senator PASTORE. What will you do about the elevation?

Mr. STEWART. There is a change of grade in the tunnel, but each office will be level in itself. There would be one step from the corridor up into the offices. Mr. Campioli can show you the arrangement on the plan here [indicating].

Senator PASTORE. There will be no outside lighting?

Mr. STEWART. Lighting in the room but not exterior lighting; no window lighting.

Senator MONRONEY. Who proposes to use these offices?

Mr. STEWART. Senator, allocation of space is up to the Senate Rules Committee. I understand the offices nearer the Capitol are to be assigned to Senators.

Senator PASTORE. And the other will be storage rooms?

Mr. STEWART. Yes, sir.

Senator SALTONSTALL. Mr. Chairman, may I ask a question there?

Mr. Stewart, this is perhaps not a question but rather a statement, but I would hope that we would not do this this year. We have spent a great deal of money on ourselves, and a great deal of criticism has been made of it, and we haven't really gotten thoroughly shaken down in the new building yet, although I think we are pretty well on the way toward being shaken down, and I would hope personally that this matter would not be pressed on this committee this year.

Senator PASTORE. That is a matter to take up in executive session, Mr. Stewart comes here merely delegated by the Rules Committee to present this. Whether or not we undertake this project will be the responsibility of this committee and I quite agree with the Senator from Massachusetts, we will have to give this a very hard look, and be very, very cautious in the public interest.

Senator PASTORE. Are there any further questions?

Senator HAYDEN. I am not very well informed as to the details and I wouldn't want to express an opinion on it, and I would like to take another look at it.

Senator PASTORE. Thank you, gentlemen.

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM
THE STATE OF UTAH

FRANKED CONGRESSIONAL MAIL

Senator PASTORE. Senator Moss, you may proceed.

Senator MOSS. I appreciate the opportunity to appear before this subcommittee and I am very appreciative of the courtesy rendered to permit me to go forward at once, with a statement I have.

This is a matter that I felt should be presented to this committee for its consideration prior to its presentation on the floor as an amendment. I strongly believe that any floor amendment should, if at all possible, be presented to the committee first for its deliberations.

This has to do with a proposed amendment, to the bill to rescind the privilege of sending franked mail to an occupant, and I will read this statement, because it is fairly brief.

In February of this year I introduced a bill to repeal the right of Members of the House and Senate to send franked congressional mail addressed only to "Occupant." On March 1, I recommended to the Senate Post Office and Civil Service Committee that a repeal provision be included in any postage rate bill that the committee reported.

But since the legislative appropriations bill for the fiscal year 1963 will reach the floor before the postage rate bill, and since it was in the legislative appropriations bill for the fiscal year 1962 that the other body wrote in the congressional "Occupant" mail privilege on city delivery mail, that it is appropriate that the privilege be rescinded in the bill which is before us.

And while we are rescinding the privilege of sending franked "Occupant" mail in the cities, I believe we should face up squarely to the entire issue of unaddressed franked mail, and close the "loop-hole" which for some time has allowed us to send mail to "Postal Patron" or "Rural Route Patron" in the small towns and out on our rural routes.

All of us are aware of the frustration that many Americans feel when they take from their mailboxes a handful of unaddressed mail. We have been told of the extent of this frustration in our own mail, and we have it, full force, in our personal conversations at home.

People seem to particularly resent mail when it is not even addressed to them—when it is sent only to their apartment or street or rural route number. I suspect this is because such mail is so completely impersonal. And a mailbox is rather a personal thing, often kept locked because it is a receptacle for letters and business communications and bills and other communications which are and must be kept inviolate.

It is also possible that some of the unsolicited mail which is received, whether personally addressed or simply addressed to a street number, is unconsciously resented because much of it is the so-called heartthrob mail, requesting a donation to some worthy cause. I am sure that even the most public spirited of us sometimes feels that there are too many worthy causes stretching out imploring hands to us.

The point I am trying to make, however, is that there is an unmeasurable amount of resentment about third-class mail, so much so that it has been called junk mail, and that this resentment is heightened when the mail is sent out unaddressed, just as though the

recipient were a number, and no more. We all know the resentment is there, and we are indeed foolish if we do not give it the full consideration and recognition it deserves.

In addition to this factor, I think we must also recognize that mail, addressed or unaddressed, and sent third class, is a major method many concerns use to advertise their wares. Any number of small neighborhood grocery stores and drug stores, for example, use boxholder mail to reach the people in their area or their neighborhood.

POSTAGE RATE BILL PROVISION

In the postage rate bill the House has passed and which is now pending before the Senate Post Office and Civil Service Committee, the amount an advertiser or commercial user of the third-class mail permit must pay is increased to 3.5 cents per piece. This is more than most people are now paying to send a first-class postcard, and almost as much as they are paying to send a letter by first-class mail. Three and a half cents is a pretty steep price, it has been pointed out in the past few weeks, to ask a small drycleaner or a hole-in-the-wall florist to pay to send out an announcement of weekend specials.

As one of them complained to me: "It jacks up junk mail to the Madison Avenue level of advertising."

Yet despite the rumblings from the country over junk mail and despite the fact that we propose to considerably raise its price for the men who make a living from it, we continue to allow ourselves, the Members of the House and Senate, the privilege of sending as much mail as we wish and as often as we wish, addressed simply to "Occupant" in the cities, and to "Postal Patron" or "Boxholder" or "Rural Route Patron" in the small towns and out along the rural routes. Although we are moving to limit the man who uses mail in his business, we are putting a "no limit" sign on our own mail. We can mass mail our own opinions and our own accomplishments into every home in our congressional districts or our States.

VOLUME OF HOUSE AND SENATE MAIL

Since the legislative appropriations bill was amended last year to allow mass mailings under the frank into the cities, I understand the volume of mail through the House and Senate folding rooms has increased, although no exact figures are available. This volume adds its own weight to the Post Office deficit.

Out of respect to our constituents and out of respect to ourselves, we should limit our own mail which is properly and individually addressed to our constituents. To do otherwise is of questionable morality.

MASS MAILING LISTS OF GOVERNMENT PUBLICATIONS

There is one other point on which I would like to touch upon. I know that the many members defend using boxholder and rural route addresses to send out lists of Government publications which are available—and particularly the famous farm bulletins of the Department of Agriculture—on the basis that this is a service to the people whom they represent. There is no doubt that it is a service, that many people are glad to be reminded of the many informational

pamphlets and booklets which their Government publishes. But I don't think even this service justifies congressional mass mailings. As we all know, the people can get both bulletin lists and the bulletins themselves by writing directly to the Department of Agriculture.

There is usually only a small fee involved in ordering the bulletins. Or people can write to their Senator or their Congressman and we can get most of the informational material they want for them free.

What right have we to drum up trade for these publications at the expense of the Post Office Department deficit?

We should stop being apologists. We should make it very clear to the citizens of this country that we do not intend to ask for ourselves mass-mailing privileges which they do not have, and we should rescind the special privileges in this respect which we have voted for ourselves.

LANGUAGE PROVISIONS

Senator PASTORE. Thank you, Senator. The Senator may be interested to know that this subcommittee had met in executive session and we have tentatively agreed on the following aims, and I should like to read it to the Senator from Utah because I think it will please him.

SEC. 105. No part of any amount appropriated in this Act shall be available to finance, under authority of section 4167(a) of title 39, United States Code, the mailing and delivering of mail matter sent through the mails with a simplified form of address under the franking privilege by any Member or Member-elect of Congress to postal patrons, including those patrons on rural or star routes.

Senator Moss. Thank you very much. This committee, I think, has anticipated me and I am very gratified. This is something I have been concerned about for some time and I thought I should come to you. Thank you.

I appreciate very much, this opportunity, Mr. Chairman and members of the committee.

Senator PASTORE. Mr. Cheatham.

OFFICE OF THE SERGEANT AT ARMS

STATEMENT OF WILLIAM S. CHEATHAM, ADMINISTRATIVE ASSISTANT TO THE SERGEANT AT ARMS

FURNITURE FOR OFFICE ROOMS IN TUNNEL

Mr. CHEATHAM. My name is William S. Cheatham, Administrative Assistant to the Sergeant at Arms of the Senate, Mr. Joseph C. Duke.

Senator PASTORE. Mr. Duke, the Sergeant at Arms, in a letter to the committee dated May 23, has indicated that an additional appropriation of \$27,000 will be required to furnish these rooms when they are completed. Mr. Duke's letter will be included in the record, and these are the rooms we have been talking about in the tunnel.

(The letter referred to follows:)

U.S. SENATE,
OFFICE OF THE SERGEANT AT ARMS,
Washington, D.C., May 23, 1962.

Hon. CARL HAYDEN,
Chairman, Committee on Appropriations,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The Senate Committee on Rules and Administration, of which you are the senior member, has instructed the Architect of the Capitol to request the necessary appropriations for the construction of 17 office rooms and a number of storage rooms in the old subway abandoned recently because it has been replaced by a new one.

Collaterally with the instructions given the Architect, Senator Mansfield, in his capacity as chairman of Rules and Administration and as majority leader, directed me to furnish the 17 new offices, in accordance with the usual responsibility of the Sergeant at Arms for all such items in the Senate side of the Capitol Building.

My estimate of the cost for furnishing these new areas is an aggregate minimum amount of \$27,000.

In order that I may expedite this project concurrently with the completion of the construction work, I hope you and Chairman John O. Pastore of the Legislative Subcommittee may be successful in adding \$27,000 as a one-time item to the amount appropriated annually in the legislative bill of \$31,190 to be expended under my office for furniture and furnishings.

The Architect of the Capitol informed the Committee on Appropriations that the structural work will be finished before the end of the first quarter of the coming fiscal year.

With kind regards,
Sincerely,

JOSEPH C. DUKE,
Sergeant at Arms.

GENERAL STATEMENT

Mr. CHEATHAM. That is correct, Mr. Chairman. If the committee allows the Architect of the Capitol's request for money to construct 17 office rooms in the abandoned subway, then Mr. Duke will have the duty and responsibility to furnish the rooms. Mr. Duke has been directed by the chairman of the Committee on Rules and Administration to apply for sufficient funds, estimated at \$27,000, to furnish the 17 office rooms. If the committee would care to hear a brief enumeration, in one sentence—

Senator PASTORE. We would like to hear it, of course.

Mr. CHEATHAM (continuing). Of the type of furniture I would be glad to state it. The rooms will be furnished with only a minimum amount of furniture consisting approximately of one desk, one swivel armchair, a very few armchairs for visitors, a sofa, two end tables, lamps, a more or less coffee type table in front of the sofa, and perhaps a file cabinet, and glass on the tops of the desks. Mr. Duke has found that even though glass tops are added expenses, they protect the surface of the desk and make the desk usable for a much longer time without refinishing.

Senator PASTORE. Any questions?

Senator YOUNG. May I ask a question?

Senator PASTORE. Yes.

Senator YOUNG. Isn't there any secondhand furniture around here? The other two office buildings, isn't there any lying around unused?

Mr. CHEATHAM. The Sergeant at Arms does not have any and we have not found suitable furniture elsewhere. Of course, the Sergeant at Arms has jurisdiction of furnishings and furniture only in the Senate side of the Capitol and in this portion of the subway if it

should be improved as planned. He has no jurisdiction over furniture in either of the two office buildings.

Senator YOUNG. Would these offices be used much the same as the basement rooms over in the Old Senate Office Building for typewriters and what not? Senators themselves wouldn't be using these rooms, would they?

ASSIGNMENT OF SPACE

Mr. CHEATHAM. I cannot speak for the Rules Committee. All space is assigned, as Senator Young and the other members of this committee know, by the Rules Committee.

By inference, I can say only that it is understood that each office room will be for an individual Senator to use for himself personally. However, I can't say that for sure.

Senator YOUNG. That would make a difference in the furniture used?

Mr. CHEATHAM. I think I can assure you that none of the 17 will be used for a lot of mechanical equipment and clerks generally.

Senator PASTORE. All right. Thank you, Mr. Cheatham.

The committee will go into executive session.

(Whereupon, at 11:30 p.m., Wednesday, June 13, 1962, the subcommittee adjourned subject to call.)

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