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UNIFORM TIME



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HEARINGS

BEFORE THE

SUBCOMMITTEE ON COMMERCE AND FINANCE

OF THE

COMMITTEE ON

INTERSTATE AND FOREIGN COMMERCE

HOUSE OF REPRESENTATIVES

EIGHTY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 2335, H.R. 2532

BILLS TO AMEND THE STANDARD TIME ACT OF MARCH 19, 1918, SO AS TO PROVIDE THAT THE STANDARD TIME ESTABLISHED THEREUNDER SHALL BE THE MEASURE OF TIME FOR ALL PURPOSES

H.R. 3114

A BILL TO ESTABLISH ZONES HAVING A STANDARD TIME OFFICIALLY RECOGNIZED BY THE GOVERNMENT OF THE UNITED STATES; TO FIX THE BOUNDARIES OF EACH SUCH TIME ZONE, AND FOR OTHER PURPOSES

H.R. 4702

A BILL TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND TIME MEASUREMENT FOR THE UNITED STATES AND TO REQUIRE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

H.R. 6284

A BILL TO ESTABLISH DAYLIGHT SAVING TIME UNIFORMLY THROUGHOUT THE UNITED STATES TIME ZONES EACH YEAR, TO MAKE SUCH TIME THE ONLY LEGAL TIME DURING THE PERIOD IT IS IN EFFECT, AND TO PROVIDE ADDITIONAL TIME ZONES FOR THE STATES OF ALASKA AND HAWAII

H.R. 7891

A BILL TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND MEASUREMENT FOR THE UNITED STATES AND TO REQUIRE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

H.R. 11206, H.R. 11310, H.R. 11672

BILLS TO PROVIDE A UNIFORM PERIOD FOR DAYLIGHT SAVING TIME

H.R. 11407

A BILL TO AMEND THE STANDARD TIME ACT TO PROVIDE FOR DAYLIGHT SAVING TIME DURING THE PERIOD FROM THE LAST SUNDAY IN APRIL TO THE LAST SUNDAY IN SEPTEMBER OF EACH YEAR

H.R. 11483

A BILL TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND MEASUREMENT FOR THE UNITED STATES AND TO PROMOTE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

JUNE 18 AND AUGUST 4, 1964

Printed for the use of the
Committee on Interstate and Foreign Commerce

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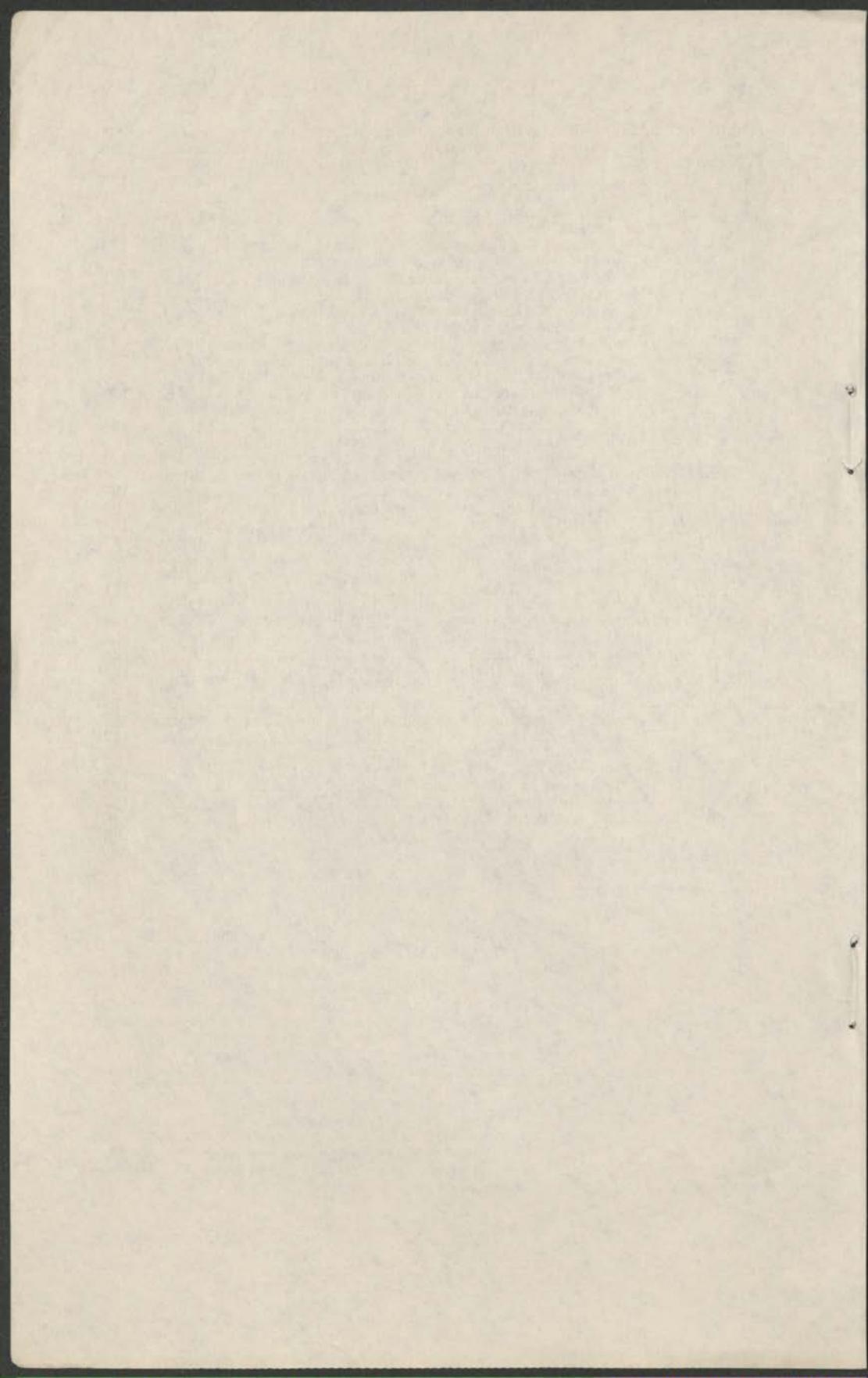
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CONTENTS

	Page
Hearings held on—	
June 18, 1964.....	1
August 4, 1964.....	87
Text of—	
H.R. 2335.....	1
H.R. 2532.....	2
H.R. 3114.....	2
H.R. 4702.....	3
H.R. 6284.....	6
H.R. 7891.....	7
H.R. 11206.....	9
H.R. 11310.....	9
H.R. 11407.....	10
H.R. 11483.....	10
H.R. 11672.....	9
Text of H.R. 11483 as ordered reported by committee.....	138
Report of—	
Agriculture Department on H.R. 4702.....	12
Bureau of the Budget on H.R. 2335, H.R. 2532, H.R. 3114, H.R. 4702, H.R. 6284, and H.R. 7891.....	13
Civil Aeronautics Board on H.R. 4702.....	14
District of Columbia government on H.R. 6284.....	14
Federal Aviation Agency on H.R. 4702.....	15, 16
Federal Communications Commission on—	
H.R. 4702.....	16
H.R. 11407.....	17
General Services Administration on H.R. 4702.....	18
Interstate Commerce Commission on—	
H.R. 2335, H.R. 3114, H.R. 6284, H.R. 11206, H.R. 11407, and H.R. 11483.....	21
H.R. 7891.....	18
Justice Department on H.R. 7891.....	22
Navy Department on—	
H.R. 4702 and H.R. 6284.....	23
H.R. 11407 and H.R. 11483.....	23
Post Office Department on H.R. 4702.....	24
Statement of—	
Ehrlich, James B., Federal Affairs Department, Air Transport Asso- ciation of America.....	109
Fraser, Hon. Donald M., a Representative in Congress from the State of Minnesota.....	27
Fulton, Hon. Richard H., a Representative in Congress from the State of Tennessee.....	33
Goff, Hon. Abe McGregor, Chairman, Interstate Commerce Com- mission.....	89
Gray, Hon. Kenneth J., a Representative in Congress from the State of Illinois.....	87
Halsey, Stephen S., American Express.....	113
Karth, Hon. Joseph E., a Representative in Congress from the State of Minnesota.....	42
Manion, D. L., president, American Short Line Railroad Association.....	82
Martin, Earl W., Bureau of Rates and Practices, Interstate Commerce Commission.....	89
McMullen, A. B., executive vice president, National Association of State Aviation Officials.....	84
Price, Hon. Melvin, a Representative in Congress from the State of Illinois.....	88

Statement of—	Page
Pyne, Thomas, on behalf of Committee for Time Uniformity.....	75
Ramspeck, Hon. Robert, chairman, Committee for Time Uniformity.....	44, 114
Redding, Robert E., executive director and secretary, Committee for Time Uniformity.....	44, 75, 115
Roeper, P. M., on behalf of Association of American Railroads.....	66
Spicer, Hiram H., congressional liaison officer, Interstate Commerce Commission.....	89
Trice, R. A., vice president and traffic manager, Virginia Stage Lines, Inc.....	103
Wallace, Robert T., legislative counsel, Interstate Commerce Com- mission.....	89
Washburn, Donald, executive assistant to mayor of Nashville, Tenn.....	39
Additional information submitted for the record by—	
Advisory Commission on Intergovernmental Relations, letter from Frank Bane, chairman.....	81
Air Transport Association of America, statement of Jack M. Slichter..	109
Airline Pilots Association, letter from Charles H. Ruby, president...	132
Allen Theatres, Farmington, N. Mex., telegram from Boyd F. Scott..	126
American Broadcasting Co., letter from Leonard H. Goldenson, presi- dent.....	138
American Municipal Association, letter from Patrick Healy, executive director, transmitting resolution.....	125
American Mutual Insurance Alliance, letter from Wallace M. Smith..	116
American Waterways Operators, Inc., letter from Braxton B. Carr, president.....	130
Association of American Railroads, statement of difficulty being ex- perienced by railroads because of lack of uniformity in time.....	73
Association of Oil Pipe Lines, letter from Gordon C. Locke, general counsel.....	129
Association of Stock Exchange Firms, statement of James Crane Kellogg III, president.....	121
Briley, Beverly, mayor of Nashville, Tenn., letter from.....	40
Citizens for Standard Time:	
Letter from—	
Horner, H. H.....	131
Thies, Mabel (Mrs. Ray).....	131
Collins, Rev. W. A., letter from.....	123
Columbia Broadcasting System, Inc., letter from Richard S. Salant..	134
Commerce Department, statement of Hon. Clarence D. Martin, Jr., Under Secretary for Transportation.....	25
Committee for Time Uniformity:	
Extent of observance in 1964 of daylight saving time in the United States.....	64
Extent of uniformity in daylight saving time switchover dates, 1964.....	64
1964 time observance in 220 important cities in the United States, table.....	58
Project Timesaver: A plan to end the "clock juggling" which confuses and costs the Nation, prepared by the Transportation Association of America.....	50
"The Call to Arms for Time Uniformity," excerpt from remarks of Robert E. Redding, October 25, 1962.....	56
Time confusion in U.S. cities of at least 100,000 population, table.....	57
Cotton, Hon. Norris, letter from.....	124
Federal Aviation Agency, letters from N. E. Halaby, Administrator..	15, 16
Fraser, Hon. Donald M.: Minnesota poll—58 percent say Congress should decide dates for daylight saving, from Minneapolis Tribune, June 14, 1964.....	30
Fulton, Hon. Richard H.: Statistics on 1963 daylight saving time in the United States.....	37
Interstate Commerce Commission, memorandum from Robert W. Ginnane, General Counsel.....	92
Investment Bankers Association of America, letter from David J. Harris.....	133
Karth, Hon. Joseph E.:	
Editorials from St. Paul (Minn.) Pioneer Press.....	43
Resolution of the City Council of St. Paul, Minn.....	43

	Page
Additional information submitted for the record—Continued	
May Hosiery Mills, letter from Mortimer May	135
Metropolitan Washington Board of Trade, letter from William H. Press	136
Minnesota Farmers Union, statement of	81
Missouri Broadcasters' Association, letter from Harold Douglas, president	135
Morris, Hon. Thomas G., letter from	126
Nashville (Tenn.) Area Chamber of Commerce: Resolution of	41
Telegram from W. C. Bauer, president	39
National Association of Broadcasters, letter from Vincent T. Wasilewski, executive vice president	137
National Association of Securities Dealers, Inc., letter from Robert W. Haack, president	135
National Association of Travel Organizations, statement of James C. Gross, executive director	120
National Broadcasting Co., Inc., letter from David C. Adams, senior executive vice president	136
National Council of Farmer Cooperatives, letter from L. James Harmanson, Jr., general counsel	126
National Industrial Traffic League, letter from L. J. Dorr, executive secretary	127
Pacific American Steamship Association, letter from John N. Thurman	134
Pacific Coast Stock Exchange, statement of Thomas P. Phelan, president	77
Piedmont Airlines, statement of Donald E. Britt, assistant to the president	111
Railway Labor Executives Association, telegram from Donald S. Beattie, executive secretary-treasurer	119
Riordan, H. J., city clerk, St. Paul, Minn., letter from, transmitting council resolution	124
Spurned Voters of Indiana, letter from Lottie C. Brown, clerk	129
Transportation Association of America, letter from Robert E. Redding	76
U.S. Independent Telephone Association, letter from William C. Mott, executive vice president	127
United Theatre Owners of Oklahoma, Inc.: Letter from—	
Brunk, Sam, executive secretary	137
Slepka, Bill, president	137
Western Union Telegraph Co., letter from K. W. Heberton, vice president	130



UNIFORM TIME

THURSDAY, JUNE 18, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMERCE AND FINANCE
OF THE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 1334, Longworth House Office Building, Hon. Gillis W. Long presiding.

Mr. LONG. The subcommittee will come to order please.

This morning the subcommittee has before it a matter which has a great deal of interest all over the country. It is beginning hearings on a number of bills which propose to deal in different ways with the difficult subject of time uniformity. This question has been before the Congress at various times in the past. It has never failed to evoke strong feelings on the part of almost everybody since most everybody feels personally involved. I doubt that things have changed very much in this respect.

As Congress has continued to sidestep the question of time uniformity, the effects of the lack of uniformity are making themselves felt more and more. This has led numerous important organizations in the fields of industry, finance, transportation, and communication to band together for the purpose of securing congressional action at the earliest possible time on this controversial subject. Later this morning we shall hear from their representatives.

At this point in the record, however, I would like to insert the bills which are pending before the subcommittee, and the departmental reports on these bills.

(The bills and reports referred to follow:)

[H.R. 2335, 88th Cong., 1st sess.]

A BILL To amend the Standard Time Act of March 19, 1918, so as to provide that the standard time established thereunder shall be the measure of time for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the first sentence of section 2 of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (15 U.S.C. 262), is hereby amended to read as follows: "Within the respective zones established under the authority of this Act the standard time of each such zone shall be the measure of time for all purposes."

SEC. 2. Such Act is further amended by redesignating section 5 as section 6 and by inserting before such section the following:

"SEC. 5. (a) It shall be unlawful for any place of business or commercial enterprise to use, maintain, or display any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any individual, corporation, partnership, or association willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100.

"(b) It shall be unlawful for any officer, agent, or employee of the United States or any State, territory, or political subdivision thereof to use, maintain, or display in connection with his official duties as such an employee any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any such officer, agent, or employee willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100."

SEC. 3. This Act shall take effect on July 1, 1963.

[H.R. 2532, 88th Cong., 1st sess.]

A BILL To amend the Standard Time Act of March 19, 1918, so as to provide that the standard time established thereunder shall be the measure of time for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the first sentence of section 2 of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (15 U.S.C. 262), is hereby amended to read as follows: "Within the respective zones established under the authority of this Act the standard time of each such zone shall be the measure of time for all purposes."

SEC. 2. Such Act is further amended by redesignating section 5 as section 6 and by inserting before such section the following:

"SEC. 5. (a) It shall be unlawful for any place of business or commercial enterprise to use, maintain, or display any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any individual, corporation, partnership, or association willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100.

"(b) It shall be unlawful for any officer, agent, or employee of the United States or any State, Territory, or political subdivision thereof to use, maintain, or display in connection with his official duties as such an employee any standard of time for any zone established under the authority of this Act other than the standard time established by this Act for such zone. Any such officer, agent, or employee willfully violating the provisions of this subsection shall be deemed guilty of a misdemeanor and shall be punished by a fine of not more than \$100."

SEC. 3. This Act shall take effect on January 1, 1964.

[H.R. 3114, 88th Cong., 1st sess.]

A BILL To establish zones having a standard time officially recognized by the Government of the United States; to fix the boundaries of each such time zone, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there are hereby established twenty-four standard time zones, with an official standard time for each such zone, as follows:

1. The standard time for the first zone shall be the mean solar time of the zero degree of longitude at Greenwich, England, and the boundaries of such time zone are hereby fixed at seven and one-half degrees of longitude west of Greenwich and at seven and one-half degrees of longitude east of Greenwich. Such time zone shall be known as the United States Standard Time Zone 1 and the standard time for such zone shall be referred to as the "United States Standard Time for Zone 1".

2. Beginning at seven and one-half degrees of longitude west of Greenwich, there are hereby established eleven time zones numbered 2 through 12, consecutively, each of which shall be known as the United States Standard Time Zone [here insert appropriate zone number], West. Each such time zone shall be fifteen degrees of longitude in width, shall not include any area included within the boundaries of any other time zone established under this Act, and the centerline of each such zone shall be a degree of longitude west of Greenwich divisible by fifteen. The standard time for each such zone shall be the mean solar time of that degree of longitude west of Greenwich designated by this paragraph as the centerline of such time zone and shall be referred to as the "United States Standard Time for Zone [here insert appropriate zone number], West".

3. Beginning at seven and one-half degrees of longitude east of Greenwich, there are hereby established eleven time zones numbered 2 through 12, consecutively, each of which shall be known as the United States Standard Time Zone [here insert appropriate zone number], East. Each such time zone shall be fifteen degrees of longitude in width, shall not include any area included within the boundaries of any other time zone established under this Act, and the centerline of each such zone shall be a degree of longitude east of Greenwich divisible by fifteen. The standard time for each such zone shall be the mean solar time of that degree of longitude east of Greenwich designated by this paragraph as the centerline of such time zone and shall be referred to as the "United States Standard Time for Zone [here insert appropriate zone number], East".

4. The standard time for the thirteenth zone shall be the mean solar time of the one hundred and eightieth degree of longitude (measured from the zero degree of longitude at Greenwich, England), and the boundaries of such time zone are hereby fixed at one hundred seventy-two and one-half degrees of longitude west of Greenwich and at one hundred seventy-two and one-half degrees of longitude east of Greenwich. Such time zone shall be known as the United States Standard Time Zone 13 and the standard time for such zone shall be referred to as the "United States Standard Time for Zone 13".

SEC. 2. The United States Standard Time for each time zone established by this Act shall be maintained throughout the year and—

(1) shall govern the movement of any common carrier engaged in commerce subject to regulation by any officer or agency of the United States;

(2) shall govern the operations of all departments and agencies of the United States, whether in the legislative, executive, or judicial branch of the Government; and

(3) shall be understood to be the time referred to in any Act of Congress or in any order, rule, or regulation issued by any officer or employee of the United States, relating to the time of performance of any act by any officer or employee of the United States, whether in the legislative, executive, or judicial branch of the Government, or relating to the time within which any right shall accrue or terminate.

SEC. 3. Nothing in this Act shall be construed to restrict the right of any person or body politic to establish and use any other time standard for purposes other than those referred to in section 2 of this Act.

SEC. 4. The following Acts are repealed:

1. The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (15 U.S.C., secs. 261-264, inclusive).

2. The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

SEC. 5. The foregoing provisions of this Act shall become effective on the ninetieth day following the date of enactment of this Act.

[H.R. 4702, 88th Cong., 1st sess.]

A BILL To establish a uniform system of time standards and time measurement for the United States and to require the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Standard Time Act of 1963".

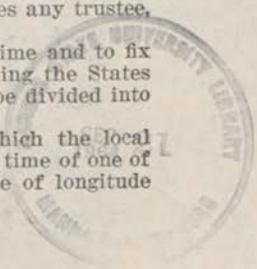
SEC. 2. As used in this Act—

(1) The term "agency" means the Federal agency, commission, or department designated by Congress to administer the provisions of this Act.

(2) The term "person" means any individual, firm, copartnership, corporation, company, association, or joint stock association; and includes any trustee, receiver, assignee, or personal representative thereof.

SEC. 3. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, including the States of Alaska and Hawaii, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.

SEC. 4. The general zone system of standard time, under which the local standard time is determined in relation to the mean astronomical time of one of the twenty-four hour meridians occurring every fifteenth degree of longitude



west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

Sec. 5. The standard time based on the mean astronomical time of the sixtieth degree of longitude west from Greenwich shall be known and designated as United States Atlantic standard time; that of the seventy-fifth degree as United States eastern standard time; that of the ninetieth degree as United States central standard time; that of the one hundred and fifth degree as United States mountain standard time; that of the one hundred and twentieth degree as United States Pacific standard time; that of the one hundred and thirty-fifth degree as United States Yukon standard time; that of the one hundred and fiftieth degree as United States Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as United States Bering standard time.

Sec. 6. The limits of each zone shall be defined by an order of the agency and may be modified from time to time. Determinations made by the Interstate Commerce Commission before the effective date of this Act and in effect on such effective date shall continue in effect unless and until modified or changed by an appropriate order of the agency. Daylight saving or other advanced time may continue to be observed, as it has been observed in the past, until the agency has authorized advanced time zones or for one year after the effective date of this Act, whichever comes first.

Sec. 7. In determining the limits of the several zones the agency shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned. The agency shall not, except as provided in section 8, include in any zone a point or area for which the standard time of the zone would be more than thirty minutes slower or more than one hour faster than local mean astronomical time. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, and shall follow natural or well-known boundaries. No particular section or group shall be entitled to special consideration, but the line shall be drawn where, in the judgment of the agency, it best promotes the safety, convenience, and welfare of the country as a whole.

Sec. 8. Within each zone, the agency is authorized to define the limits of an advanced time subzone; and in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, each advanced time subzone, as thus defined shall be transferred to and made a part of the zone immediately to the east, and the legal time of such subzone shall be the standard time of the zone into which it is temporarily so transferred. In determining the limits of any such subzone, the agency shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than one hour and thirty minutes faster than local mean astronomical time and shall, as far as practicable and compatible with such advanced standard of time, observe the other provisions of this Act.

Sec. 9. In defining or modifying the boundaries between the respective zones or subzones, the agency shall have authority to conduct such hearings and investigations as, in its judgment, are necessary or advisable for the effective administration of this Act; and, in conducting such hearings and investigations, the agency shall have authority to require by compulsory process or otherwise the attendance and testimony of witnesses and the production of all books, papers, records, and documents relating to any matter under investigation.

Sec. 10. The agency shall have authority, subject to the provisions of the civil service laws and the Classification Act of 1949, as amended, to appoint such examiners, assistants, and other employees as are necessary in the exercise of its functions under this Act.

Sec. 11. Any person, organization, or body politic may file with the agency a petition seeking the establishment or modification of a boundary of a zone or subzone. After investigation of the merits of the petition, including a public hearing if deemed by the agency to be desirable in the public interest, the agency may deny the petition or may grant such relief as it find justified.

Sec. 12. Except as otherwise provided in this Act, or as specifically authorized by the agency, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency or department, and shall be observed by all persons subject to the jurisdiction of the United States in all civil and business relations

with the public. Nothing in this Act shall be construed to prevent the use for scientific purposes of standards of time differing from that of the zone, subject to reasonable regulations prescribed by the agency respecting the use of such information so as to protect the public from confusion and inconvenience. The agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In such instances, the agency shall impose such reasonable conditions as it may deem desirable in the public interest.

SEC. 13. In all statutes, ordinances, orders, rules, and regulations relating to (1) the time of performance of any act by any agency or department of the United States or of any State or local government, or by any officer, agent, employee, or representative of any such agency or department; or (2) the time when any right shall mature or terminate; or (3) the time within which any act shall or shall not be performed, the time specified shall be the standard time of the zone within which the act is to be performed or not performed, or within which the right is to mature or terminate.

SEC. 14. The agency is hereby authorized and required to administer and enforce the provisions of this Act; and, upon the request of the agency, it shall be the duty of the United States attorney for the judicial district concerned to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof.

SEC. 15. Any person knowingly and willfully violating any provision of this Act, or of any rule, regulation, requirement, or order thereunder, shall be fined not more than \$500 for each such violation. Each day of such violation shall constitute a separate offense.

SEC. 16. If any person shall fail or refuse to comply with any provision of this Act, or of any rule, regulation, requirement, or order thereunder, the agency or its duly authorized agent may apply to the district court of the United States for any district in which such failure or refusal occurs, or in which such person is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further failure or refusal to comply with such provision of this Act, or of such rule, regulation, requirement, or order, and enjoining upon him or its obedience thereto.

SEC. 17. Any person who shall fail or refuse to comply with any provision of this Act, or of any rule, regulation, requirement, or order thereunder, shall forfeit to the United States the sum of \$200 for each such failure or refusal, and, in the case of a continuing failure or refusal, not to exceed \$100 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the agency, or its duly authorized agent, brought in the Federal judicial district where such failure or refusal occurs or where such person is found. All process in any such case may be served in the Federal judicial district whereof such person is an inhabitant or wherever he may be found.

SEC. 18. Nothing in this Act shall be construed to prevent any State or political subdivision thereof from adopting by statute or local ordinance the standard or standards of time provided under this Act for the zone or zones (as defined by the orders of the agency) in which such State or subdivision is located, or from enforcing by any lawful means the observance of such standard or standards within such State or subdivision thereof.

SEC. 19. The agency may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones in the form best adapted for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 20. The following Acts are repealed:

1. The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (15 U.S.C. 261-264, inclusive).

2. The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

SEC. 21. This Act shall take effect at 2 o'clock antemeridian on the first Sunday following the sixtieth day after the date of its enactment.

[H.R. 6284, 88th Cong., 1st sess.]

A BILL To establish daylight saving time uniformly throughout the United States time zones each year, to make such time the only legal time during the period it is in effect, and to provide additional time zones for the States of Alaska and Hawaii

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261-264), is amended by adding at the end thereof the following new sections:

"SEC. 6. (a) During the period commencing at 2 o'clock antemeridian on the last Sunday of May of each year and ending at 2 o'clock antemeridian on the first Sunday following Labor Day of each year, the standard time of each zone shall be advanced one hour.

"(b) The standard time of each zone in effect under subsection (a) shall be known and designated as 'daylight saving time' of such zone, and, during the period prescribed by such subsection, shall be the standard time of such zone for all purposes.

"(c) Within the respective zones established under the first section of this Act, the standard time of each zone in effect under subsection (a) of this section shall, during the period prescribed by such subsection, govern—

"(1) the movement of all common carriers in intrastate commerce,

"(2) the time of performance of any act by any officer or department of any State or political subdivision thereof under the laws, ordinances, orders, rules, and regulations of such State or political subdivision, and

"(3) the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person, under any such law, ordinance, order, rule, or regulation.

"(d) No State or political subdivision thereof shall prescribe any time to be observed within such State or such political subdivision, as the case may be, during the period prescribed by subsection (a) which is in conflict with the provisions of this section. Nor shall any State or political subdivision thereof prescribe daylight saving time or any other advanced time to be observed within such State or such political subdivision, as the case may be, during any period other than the period prescribed by subsection (a).

"SEC. 7. (a) If any person fails or refuses to comply with any provision of section 6 of this Act or with any rule, regulation, requirement, or order thereunder, the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States for the district in which such failure or refusal occurs, or in which such person is found, for the enforcement of such provision or of such rule, regulation, requirement, or order. Such court shall have jurisdiction to enforce compliance therewith by injunction or by other process, mandatory or otherwise, restraining such person, or the officers, agents, employees, and representatives of such person, from further failure or refusal to comply with such provision or with such rule, regulation, requirement, or order, and requiring compliance therewith.

"(b) Any person who fails or refuses to comply with any provision of section 6 of this Act or with any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$200 for each such failure or refusal, and, in the case of a continuing failure or refusal, not to exceed \$100 for each additional day during which such failure or refusal continues. All forfeitures provided for in this subsection shall be payable into the Treasury of the United States and shall be recoverable in a civil action by the Interstate Commerce Commission, or its duly authorized agent, brought in the district where such failure or refusal occurs or where such person is found. All process in any such action may be served in the district in which such person resides or in which such person is found.

"(c) Any person who knowingly and willfully violates any provision of section 6 of this Act or any rule, regulation, requirement, or order thereunder shall be guilty of a misdemeanor and upon conviction thereof shall be fined not more than \$500 for each violation. Each day of such violation shall constitute a separate offense.

"(d) The Interstate Commerce Commission shall execute and enforce the provisions of section 6 and this section of this Act. Upon the request of the Commission, it shall be the duty of any United States attorney to whom the Commission may apply to institute in the proper court, and to prosecute under the direction of the Attorney General of the United States, all necessary proceedings for

the enforcement of the provisions of section 6 of this Act and of the rules, regulations, requirements, or orders thereunder, and for the punishment of all violations thereof. The cost and expenses of any such prosecution shall be paid out of appropriations for the expenses of the courts of the United States."

(b) The Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight-saving time in the District", approved April 28, 1953, as amended (D.C. Code, sec. 28-2804), is repealed.

SEC. 2. (a) The first and second sentences of the first section of the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261), are amended to read as follows: "That, for the purpose of establishing the standard time of the United States, including the States of Alaska and Hawaii, the territory of the United States shall be divided into seven zones in the manner provided in this Act. The standard time of the first zone shall be based on the mean astronomical time of the seventy-fifth degree of longitude west from Greenwich; that of the second zone on the ninetieth degree; that of the third zone on the one hundred and fifth degree; that of the fourth zone on the one hundred and twentieth degree; that of the fifth zone on the one hundred and thirty-fifth degree; that of the sixth zone on the one hundred and fiftieth degree; and that of the seventh zone on the one hundred and sixty-fifth degree."

(b) Section 4 of such Act of March 19, 1918 (15 U.S.C. 263), is amended by striking out "and that of the fifth zone shall be known and designated as United States standard Alaska time" and inserting in lieu thereof the following: "that of the fifth zone shall be known and designated as United States standard Yukon time; that of the sixth zone shall be known and designated as United States standard Alaska-Hawaii time; and that of the seventh zone shall be known and designated as United States standard Bering time".

SEC. 3. The first section of this Act shall take effect at 2 o'clock antemeridian on January 1, 1964. Section 2 of this Act shall take effect at 2 o'clock antemeridian on the Sunday following the sixtieth day after the date of the enactment of this Act.

[H.R. 7891, 88th Cong., 1st sess.]

A BILL To establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Standard Time Act of 1963".

SEC. 2. As used in this Act—

(a) The term "agency" means the agency, commission, or department designated by Congress to administer the provisions of this Act.

(b) The term "person" means any individual, firm, copartnership, corporation, company, association, or joint-stock association; and includes any trustee, receiver, assignee, or personal representative thereof.

SEC. 3. This Act shall take effect at 2 o'clock antemeridian on the Sunday following the sixtieth day after the date of its enactment.

SEC. 4. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, including the States of Alaska and Hawaii, the territory of the United States shall be divided into eight zones in the manner provided in this Act.

SEC. 5. The general zone system of standard time, under which the local standard time is determined in relation to the mean astronomical time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

SEC. 6. The standard time based on the mean astronomical time of the sixtieth degree of longitude west from Greenwich shall be known and designated as United States Atlantic standard time; that of the seventy-fifth degree as United States eastern standard time; that of the ninetieth degree as United States central standard time; that of the one hundred and fifth degree as United States mountain standard time; that of the one hundred and twentieth degree as United States Pacific standard time; that of the one hundred and thirty-fifth degree as United States Yukon standard time; that of the one hundred and fiftieth degree as United States Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as United States Bering standard time.

SEC. 7. The limits of each zone shall be defined by an order of the agency and may be modified from time to time: *Provided, however,* That determinations heretofore made by the Interstate Commerce Commission and in effect on the effective date of this Act shall continue in effect unless and until modified or changed by an appropriate order of the agency: *And provided further,* That "daylight saving" or other advanced time may continue to be observed, as it has been observed in the past, until the agency has authorized advanced time zones or for one year after the effective date of the Act, whichever comes first.

SEC. 8. In determining the limits of the several zones the agency shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned: *Provided, however,* That the agency shall not, except as provided in section 9, include in any zone a point or area for which the standard time of the zone would be more than thirty minutes slower or more than one hour faster than local mean astronomical time. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, and shall follow natural or well-known boundaries. No particular section or group shall be entitled to special consideration, but the line shall be drawn where, in the judgment of the agency, it best promotes the safety, convenience, and welfare of the country as a whole.

SEC. 9. Within each zone, the agency is authorized to define the limits of an advanced-time subzone; and in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, each advanced-time subzone, as thus defined shall be transferred to and made a part of the zone immediately to the east, and the legal time of such subzone shall be the standard time of the zone into which it is temporarily so transferred: *Provided, however,* That in determining the limits of any such subzone, the agency shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than one hour and thirty minutes faster than local mean astronomical time: *And provided further,* That so far as practicable and compatible with such advanced standard of time, the other provisions of this Act be observed.

SEC. 10. In defining or modifying the boundaries between the respective zones or subzones, the agency shall have authority to conduct such hearings and investigations as, in its judgment, are necessary or advisable for the effective administration of this Act; and, in conducting such hearings and investigations, the agency shall have authority to require by compulsory process or otherwise the attendance and testimony of witnesses and the production of all books, papers, records, and documents relating to any matter under investigation.

SEC. 11. The agency shall have authority, subject to the provisions of the civil service laws and the Classification Act of 1949, as amended, to appoint such examiners, assistants, and other employees as are necessary in the exercise of its functions under this Act.

SEC. 12. Any person, organization, or body politic may file with the agency a petition seeking the establishment or modification of a boundary of a zone or subzone. After investigation of the merits of the petition, including a public hearing if deemed by the agency to be desirable in the public interest, the agency may deny the petition or may grant such relief as it finds justified in the premises.

SEC. 13. Except as otherwise provided herein or as specifically authorized by the agency hereunder, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or of any State or local government, or by any officer, agent, employee, or representative of such agency or department, and shall be observed by all persons subject to the jurisdiction of the United States in all civil and business relations with the public: *Provided, however,* That nothing herein shall prevent the use for scientific purposes of standards of time differing from that of the zone, subject to reasonable regulations prescribed by the agency respecting the use of such information so as to protect the public from confusion and inconvenience. The agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In such instances, the agency shall impose such reasonable conditions as it may deem desirable in the public interest.

SEC. 14. In all statutes, ordinances, orders, rules, and regulations relating to (a) the time of performance of any act by any agency or department of the United States or of any State or local government, or by any officer, agent, employee, or representative of such agency or department; or (b) the time

when any right shall mature or terminate; or, (c) the time within which any act shall or shall not be performed, the time specified shall be the standard time of the zone within which the act is to be performed or not performed, or within which the right is to mature or terminate.

SEC. 15. The agency is hereby authorized and required to execute and enforce the provisions of this Act; and, upon the request of the agency, it shall be the duty of any district attorney of the United States to whom the agency may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof, and the costs and expenses of such prosecution shall be paid out of the appropriation for the expenses of the courts of the United States.

SEC. 16. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$500. Each day of such violation shall constitute a separate offense.

SEC. 17. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the agency or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or it obedience thereto.

SEC. 18. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$200 for each such offense, and, in the case of a continuing violation, not to exceed \$100 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the agency, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 19. Nothing herein shall prevent any State or political subdivision thereof from adopting by statute or local ordinance the standard or standards of time herein provided for the zone or zones (as defined by the orders of the agency) in which such State or subdivision is located, or from enforcing by any lawful means the observance of such standard or standards within such State or subdivision thereof.

SEC. 20. The agency may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones in the form best adapted for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 21. An Act entitled "An Act to save daylight and to provide standard time for the United States" approved March 19, 1918, as amended, an Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921, and all laws and parts of laws in conflict herewith are hereby repealed.

[H.R. 11206, H.R. 11310, H.R. 11672, 85th Cong., 2d sess.]

A BILL To provide a uniform period for daylight saving time

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261-264), is amended by adding at the end thereof the following new section:

"SEC. 6. Whenever the standard time in any time zone, or any part thereof, is advanced one hour by any State or a political subdivision of any State, such

advanced time, generally known as 'daylight saving time', shall commence at 2 o'clock antemeridian on the last Sunday in April of each year and shall end at 2 o'clock antemeridian on the last Sunday in October of each year."

[H.R. 11407, 88th Cong., 2d sess.]

A BILL To amend the Standard Time Act to provide for daylight saving time during the period from the last Sunday in April to the last Sunday in September of each year

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261-264), is amended by adding at the end thereof the following new section:

"SEC. 6. At 2 o'clock antemeridian of the last Sunday in April of each year the standard time of each zone shall be advanced one hour, and at 2 o'clock antemeridian of the last Sunday in September in each such year the standard time of each zone shall be retarded one hour."

SEC. 2. The amendment made by the first section of this Act shall take effect on January 1, 1965.

[H.R. 11483, 88th Cong., 2d sess.]

A BILL To establish a uniform system of time standards and measurement for the United States and to promote the observance of such time standards for all purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Uniform Time Act of 1964".

SEC. 2. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.

SEC. 3. The general zone system of standard time, under which the local standard time is determined in relation to the mean solar time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

SEC. 4. The standard time based on the mean solar time of the sixtieth degree of longitude west from Greenwich shall be known and designated as Atlantic standard time; that of the seventy-fifth degree as eastern standard time; that of the ninetieth degree as central standard time; that of the one hundred and fifth degree as mountain standard time; that of the one hundred and twentieth degree as Pacific standard time; that of the one hundred and thirty-fifth degree as Yukon standard time; that of the one hundred and fiftieth degree as Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as Bering standard time.

SEC. 5. (a) The boundaries of each zone shall be defined by an order of the Interstate Commerce Commission, hereinafter called the Commission, and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Commission and in effect on the effective date of this Act shall continue in effect unless and until modified or changed by an appropriate order of the Commission. "Daylight saving" or other advanced time may continue to be observed, as it has been observed in the past, until the Commission has authorized advanced time subzones or for two years after the effective date of this Act, whichever comes first.

(c) Zone boundaries prevailing with respect to Alaska and Hawaii on the effective date of this Act may continue in effect until modified or changed by an appropriate order of the Commission.

SEC. 6. (a) In determining the boundaries of the several zones the Commission shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, shall follow natural or well-known boundaries, and shall be placed where, in the judgment of the Commission, they best promote the safety, convenience, and welfare of the country as a whole.

(b) Except as provided in subsection (c) of this section and in section 7, the Commission shall not include in any zone a point or area for which the standard time of the zone would be more than one hour ahead or behind local mean solar time.

(c) The provisions of subsection (b) shall not apply in Alaska or Hawaii, and the western boundary of the zone observing Bering standard time shall extend to the international dateline.

SEC. 7. Within each zone, the Commission is authorized to determine the boundary of one advanced-time subzone; and in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, each advanced-time subzone, as thus defined, shall be transferred to and made a part of the zone immediately to the east, and the legal time of such subzone shall be the standard time of the zone into which it is temporarily so transferred. In determining the boundary of any such subzone, the Commission shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than one hour and thirty minutes ahead of local mean solar time. The boundary shall be placed where, in the judgment of the Commission, it best promotes the safety, convenience, and welfare of the country as a whole, taking into account the desires of those affected, and considering the appropriateness of the advanced time for the area concerned. The Commission shall consult with the Governor of any State affected before making its determination.

SEC. 8. (a) In defining or modifying the boundaries of the respective zones or subzones, the Commission shall have authority to conduct such hearings and investigations as are necessary or advisable for the effective administration of this Act. In conducting such hearings and investigations, the Commission shall have authority to require by compulsory process or otherwise the attendance and testimony of witnesses and the production of all books, papers, records, and documents relating to any matter under investigation.

(b) Any person, organization, or State or political subdivision thereof may file with the Commission a petition seeking the establishment or modification of a boundary of a zone or a subzone. After investigation of the merits of the petition, including a public hearing if deemed by the Commission to be desirable in the public interest, the Commission may deny the petition or grant such relief as it finds justified in the public interest.

SEC. 9. The Administrative Procedure Act (5 U.S.C. 100-1011) shall apply to all proceedings under section 8 of this Act.

SEC. 10. (a) Except as otherwise provided in subsection (b) of this section or as specifically authorized by the Commission hereunder, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or by any officer, agent, employee, or representative of such agency or department, and shall be observed by all common carriers engaged in interstate or foreign commerce or communication by wire or radio.

(b) Subject to the prior approval of the Commission, and notwithstanding any provision of this Act, any standard of time differing from that of the zone may be used in marine and air navigation, air traffic control and related activities, railroad operations having regard to the convenience of commerce and the junction points and the division points of common carriers engaged in interstate or foreign commerce, the specialized needs of the military services, or for scientific purposes. The Commission may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In all such instances, the Commission may impose such reasonable conditions as it deems desirable to protect the public from confusion and inconvenience.

(c) The Commission is authorized and directed to foster widespread and uniform adoption on the part of the States and political subdivisions thereof of the standard or standards of time herein provided for the zone or zones in which such State or subdivision is located.

SEC. 11. In all statutes, ordinances, orders, rules, and regulations relating to (1) the time of performance of any act by any agency or department of the United States, or by any officer, agent, employee, or representative of such agency or department; or (2) the time when any right shall mature or terminate; or (3) the time within which any act shall or shall not be performed, the time specified shall be the standard time of the zone within which the act is to be performed or not performed, or within which the right is to mature or terminate.

SEC. 12. The Commission is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Commission, it shall be the duty of any district attorney of the United States to whom the Commission may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof.

SEC. 13. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 14. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the Commission or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or it obedience thereto.

SEC. 15. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$100 for each such offense, and, in the case of a continuing violation, not to exceed \$50 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the Commission, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 16. The Commission may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 17. The following Acts are repealed:

(1) The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261-264, inclusive).

(2) The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

(3) The Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District", approved April 28, 1953 (D.C. Code, sec. 28-2804).

SEC. 18. This Act shall take effect at 2 o'clock antemeridian on January 1, 1964.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 2, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives.

DEAR MR. CHAIRMAN: This is in reply to your request of March 15, 1963, for a report on H.R. 4702, a bill to establish a uniform system of time standards and time measurements for the United States and to require the observance of such time standards for all purposes.

This Department concurs in the objective of standardizing the time zones as much as appropriate. However, since the bill does not affect the Department's responsibilities, we have no specific recommendation to make.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, Secretary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., October 8, 1963.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget with respect to H.R. 2335, H.R. 2532, H.R. 3114, H.R. 4702, H.R. 6284, and H.R. 7891, bills, under various titles, which would, in general, establish a more uniform national system of time standards and provide means of enforcing the observance of the national standards. In this session of Congress, bills for similar purposes have also been introduced in the Senate including S. 1033, S. 1195, S. 1394, and S. 1528. Our comments on the bills before the House of Representatives draw upon testimony and agency reports before both the House and Senate in this and prior sessions of Congress.

It appears that support for uniform time legislation stems chiefly from the confusion and inconvenience caused by local changeovers to and from daylight saving time, and generally from the localized nature of daylight saving observance. Under the Standard Time Act of 1918, the leading Federal legislation regarding time standards, State governments and local communities are left not only the option of adopting daylight saving time if they choose, but also are faced with the requirements of scheduling for changeover and determining the effective area limits of their daylight saving time zones. During the world wars, the Congress adopted national daylight saving time to further war efforts, but in general it appears there has been little desire on the part of the Congress to enact legislation which would occupy the field of time standardization or even to assist States and localities in establishing time standards which would also serve local and interstate commerce. The Standard Time Act of 1918, which was intended, in part, to promote the convenience of commerce, seems to have failed in this purpose to the extent that our present system of local option and enforcement is particularly inconvenient for commerce.

For a number of years, the annual reports of the Interstate Commerce Commission have recommended that additional time legislation be enacted. The Commission, which has had the responsibility for administering the Standard Time Act, has been of the opinion that it is in the national interest for the Congress to occupy further the field of time standards with Federal legislation. In this session, the Commission is recommending legislation which would provide (1) more rationally drawn and orderly time zones, (2) a uniform changeover date for the subzones which would choose to implement advanced time, (3) a system of enforcement which would require observance of the time standards for all purposes by persons subject to the jurisdiction of the United States, and (4) authority for the agency administering the act to hold hearings, make investigations, and receive petitions to assist that agency in making determinations of the limits of the permanent zones and the advanced subzones. The Commission has further advised the Congress that if a more "efficient and effective system of time regulation" is not provided, the Interstate Commerce Commission would wish to be relieved of the responsibility for administering the Standard Time Act.

While we will not comment in detail on the specific merits of each of the bills introduced, the Bureau of the Budget endorses in general the recommendations of the Interstate Commerce Commission, and recommends the enactment of legislation which would be judged satisfactory by the Commission. It appears that H.R. 4702 (S. 1033), introduced at the request of the Commission, might best meet the needs and problems outlined by the Commission; however, we note that several other bills introduced are similar in nature and might also represent significant improvements.

We believe that legislation which would provide for the development of orderly time zones and uniform changeover dates would be useful and desirable and we believe would be so judged by the States and localities which will implement daylight saving time. We would defer to the Commission, however, in the matter of precise legislation needed to provide effective administration and enforcement. We would recommend further that the Interstate Commerce Commission continue to administer our national time standards. It is our view that this matter is particularly relevant to interstate commerce since the disparities in national time observance are most heavily felt in that field.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

CIVIL AERONAUTICS BOARD,
Washington, D.C., May 2, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your letter of March 15, 1963, requesting the Board's comments on H.R. 4702, a bill to establish a uniform system of time standards and time measurement for the United States and to require the observance of such time standards for all purposes.

H.R. 4702 would repeal the Standard Time Act of March 19, 1918 (40 Stat. 450), establish certain time zones for the United States, provide for the establishment of daylight saving time under certain circumstances, require that the standard time of each zone shall be the measure of time for certain purposes within such zone unless otherwise authorized, and provide penalties for violations. The provisions of the bill would be administered by such agency as might be designated by the Congress. The standard time of the zone, unless otherwise authorized, would be the measure of time for the transaction of all public business by the Federal or State governments or by persons subject to the jurisdiction of the United States.

The Interstate Commerce Commission, which has the responsibility for defining the limits of the existing time zones under the Standard Time Act, states in its justification of a draft bill submitted to the Congress, which is substantially similar to H.R. 4702, that its experience demonstrates that any attempt to confine the application of the standard of time solely to Federal matters or to interstate commerce, while local matters or intrastate commerce are governed by a different standard, is bound to result in chaos. The Commission adds that the original idea of Congress that a Federal standard would dominate and control local time has not been borne out in practice. It further states that the conflict between Federal and local standards is usually resolved by the observance of local time by Federal officers and establishments.

The Board believes that the interests of air transportation, as well as other forms of transportation, would be furthered by greater uniformity in time changes on a nationwide basis. Air carriers distribute timetables showing time changes at individual points because of variations in time observance in different parts of the country. The establishment of a uniform cutoff date for daylight saving time, for example, would result in cost savings to the aviation industry as well as greater convenience to the traveling public.

The Board is, therefore, in accord with the objective of the bill to provide a more uniform system of time standards for the United States.

The Bureau of the Budget has advised that there is no objection to the submission of this report from the standpoint of the administration's program.

Sincerely yours,

ROBERT T. MURPHY, *Acting Chairman.*

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
August 13, 1964.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.

DEAR MR. HARRIS: The Commissioners of the District of Columbia have for report H.R. 6284, 88th Congress, a bill to establish daylight saving time uniformly throughout the U.S. time zones each year, to make such time the only legal time during the period it is in effect, and to provide additional time zones for the States of Alaska and Hawaii.

The purpose of the bill is to establish throughout the United States a uniform daylight saving time period extending for approximately 3 months.

Subsection (a) of the first section of the bill amends the act approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-264), as amended, by adding, among other provisions, the following:

"SEC. 6. (a) During the period commencing at 2:00 antemeridian on the last Sunday of May of each year and ending at 2:00 antemeridian on the first Sunday following Labor Day of each year, the standard time of each zone shall be advanced one hour."

Thus the bill provides that daylight saving time throughout the Nation shall be limited essentially to the 3 months of June, July, and August.

Subsection (b) of the first section of the bill repeals the act entitled "An act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District," approved April 28, 1953 (67 Stat. 23), as amended (sec. 28-2804, D.C. Code, 1961 edition). Under the aforementioned act of 1953 the Commissioners are presently authorized to establish daylight saving time in the District for the period commencing not earlier than the last Sunday of April of each year and ending not later than the last Sunday of October of each year. For the past several years, pursuant to such authority, the Commissioners have established the entire period as the daylight saving time period in the Nation's Capital.

As a consequence, the daylight saving period has for a considerable time been in effect in the District for essentially a 6-month duration each year. This would by law be shortened to approximately a 3-month period should H.R. 6284 be enacted.

The Commissioners agree with the objective of H.R. 6284—the establishment of uniform daylight saving time throughout the Nation—but prefer that a longer period, such as is now authorized for the District be incorporated in the bill. Accordingly, the Commissioners suggest that in the first section of the bill the first sentence in the proposed section 6(a) be amended by striking the word "May" and inserting in lieu thereof "April" and by striking the words "first Sunday following Labor Day" and inserting in lieu thereof "last Sunday of October."

Should H.R. 6284 be amended as suggested above, the Commissioners would favor its enactment.

The Commissioners have been advised by the Bureau of the Budget that, from the standpoint of the administration's program, there is no objection to the submission of this report to the Congress.

Yours very sincerely,

WALTER N. TOBRINER,

President, Board of Commissioners, District of Columbia.

FEDERAL AVIATION AGENCY,
Washington, D.C., May 23, 1963.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request for the views of this Agency regarding H.R. 4702, a bill to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

This bill provides for the establishment of a uniform system of time standards based upon the general zone system of standard time. The exact limits of the respective time zones are to be determined by the administering agency.

Section 12 of the bill provides that within the zones established by the administering agency, the "standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or of any State or local government, or by any officer, agent, employee, or representative of such agency or department, and shall be observed by all persons subject to the jurisdiction of the United States in all civil and business relations with the public * * *." The section goes on to provide that exceptions may be made by the administering agency upon a finding that safety or public convenience will be served, any such exceptions to be subject to reasonable conditions imposed by the agency in the public interest.

Excepting the one item mentioned below, the subject matter of this bill is not within the purview of this Agency and to that extent we defer to the views of other interested agencies.

In the conduct of many of this Agency's activities such as air traffic control, weather reporting, flight information services, and aerial navigation, we have adopted Greenwich mean time as the standard time for all required communications, both external and internal. This internationally agreed standard has been adopted to standardize as much as possible an increasingly complex activity, to permit more adequate separation of air traffic moving across time zones with increasing speed and volume, and to facilitate the growing use of computers within the system which require the use of one standard time for programing

purposes. We believe the continued use of Greenwich mean time for these purposes is imperative.

We understand it was not the intent of the drafters of this bill to affect this special use of time. In view of this, we believe the bill should be amended to reflect the necessity for our continued use of Greenwich mean time in accordance with internationally agreed standards. We suggest the addition of the words "(excepting aerial navigation, air traffic control, and related activities)" after the word "business" where it appears in line 20, page 5, of H.R. 4702.

Subject to this modification we have no objection to this bill.

The Bureau of the Budget has advised that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely,

N. E. HALABY, *Administrator.*

FEDERAL AVIATION AGENCY,
Washington, D.C., June 11, 1964.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: We have received the notice of hearings scheduled for June 18 and 19 on a number of pending House bills on daylight saving and standard time.

As indicated in our May 23, 1963, report on H.R. 4702 to the chairman of the Interstate and Foreign Commerce Committee, the subject matter of these bills, with one exception, is not within the purview of this Agency, and to that extent we would defer to the views of other interested agencies.

The one exception concerns this Agency's use in many of its traffic control and air navigation functions of Greenwich mean time. Some of the pending bills would provide a standard time for each zone and would require that that time be the exclusive time for the transaction of all public business by agencies and departments of the United States. We believe any bill enacted should reflect the necessity for our continued use of Greenwich mean time, in accordance with internationally agreed standards, in our conduct of air traffic control, weather reporting, flight information, and aerial navigation services. This internationally agreed standard has been adopted to permit more adequate separation of air traffic moving across time zones with increasing speed and volume, and to facilitate the growing use of computers within the system which require the use of a single time standard for programing purposes.

Our letter to the Senate committee to this effect produced an amendment to S. 1033 (sec. 10(b) of this bill as reported by the Senate Commerce Committee August 3, 1963). We would urge the House to treat this question similarly in its consideration of these bills.

If it is satisfactory with the committee, we will not plan to appear at the hearings to raise this fairly narrow, technical matter. We will, of course, be happy to provide the committee with any further information it may desire.

Sincerely,

N. E. HALABY, *Administrator.*

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., April 30, 1963.

HON. OREN HARRIS,

Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CHAIRMAN HARRIS: This is in reply to your request seeking the Commission's comments on H.R. 4702, a bill to establish a uniform system of time standards and time measurement for the United States and to require the observance of such time standards for all purposes.

Enclosed please find six copies of our comments on H.R. 4702. We are advised by the Bureau of the Budget that from the standpoint of the administration's program, there is no objection to the presentation of this report to your committee.

Sincerely yours,

NEWTON N. MINOW, *Chairman.*

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON H.R. 4702, S. 1033, AND S. 1195, 88TH CONGRESS, BILLS TO ESTABLISH A UNIFORM SYSTEM OF TIME STANDARDS AND TIME MEASUREMENT FOR THE UNITED STATES AND TO REQUIRE THE OBSERVANCE OF SUCH TIME STANDARDS FOR ALL PURPOSES

These bills, among other things, establish a uniform system of time standards and time measurement for the United States and would require the observance of such time standards for all purposes.

H.R. 4702, S. 1033, and S. 1195 are nearly identical. The bills are more detailed and enlarge upon H.R. 1354 and H.R. 1355, which were introduced in the 86th Congress, and similar bills introduced in the 85th Congress (see e.g., H.R. 369, H.R. 370, H.R. 5771, and H.R. 7707), concerning which the Commission stated it had not been given any responsibility in regard to time standards set by the Federal Government, that it had no special competence in that field, and accordingly had no views to express on the policy question involved in these bills.

Although our position on this matter remains unchanged, a further explanation may be appropriate. In order to avoid an otherwise chaotic skywave interference problem, the majority of standard broadcast stations in the United States are required to leave the air, reduce power, and/or operate with directional antenna systems during nighttime hours. Since skywave interference is governed by the degree of light or darkness along the transmission path, we are basically concerned with determining local astronomical or "sun" time. However, it is necessary that "sun" time be related to meaningful standards (as, for example, eastern standard time), and that average monthly sunrise and sunset times be expressed in terms of those standards on license documents. Some stations in other services are similarly regulated to avoid nighttime interference. Thus, although the methods used in establishing time zones are of little concern to the Commission, the end product is of vital importance in connection with standard broadcast licensing, as well as in some other services.

It may be noted that certain coast and ship radiotelegraph and radiotelephone stations use Greenwich mean time (G.m.t.) for log entries, for indicating the time a message is filed, and for determining the times when certain radio watches must be maintained. The use of G.m.t. arises from the mobile and international character of the communications involved. It is assumed that the provision for flexibility contained in the various bills will suffice to meet any problem in this regard.

With the possibility of some exceptions noted above, we have concluded that our rules and administrative processes could be aligned with the proposed legislation without undue difficulty and that a uniform system of time standards should in fact reduce some of the confusion stemming from the existing patchwork of local daylight saving legislation.

Adopted: April 23, 1963.

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., June 10, 1964.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your letter of June 2, requesting the comments of the Commission on H.R. 11407, a bill to amend the Standard Time Act to provide for daylight saving time during the period from the last Sunday in April to the last Sunday in September of each year.

In the 1st session of the 88th Congress the Commission commented on H.R. 4702, S. 1033, and S. 1195, bills to establish a uniform system of time standards and time measurements for the United States and to require the observance of such time standards for all purposes. At that time the Commission stated that it had not been given any responsibility in regard to time standards set by the Federal Government, that it had no special competence in that field, and accordingly had no views to express on the policy question involved. These statements are also applicable to H.R. 11407.

Enclosed for your information are two copies of the comments we submitted to you on April 30, 1963, on H.R. 4702, S. 1033, and S. 1195.

Yours sincerely,

E. WILLIAM HENRY, *Chairman.*

(See comments attached to letter dated April 30, 1963.)

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., May 3, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of March 15, 1963, requested the views of the General Services Administration on H.R. 4702, 88th Congress, a bill to establish a uniform system of time standards and time measurement for the United States and to require the observance of such time standards for all purposes.

The purpose of this bill is stated in the title.

GSA has no objection to the enactment of this measure.

The enactment of this measure would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

BERNARD L. BOUTIN, *Administrator.*

INTERSTATE COMMERCE COMMISSION,
Washington, D.C., August 16, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CHAIRMAN HARRIS: I have your letter of August 13, 1963, enclosing copies of a bill, H.R. 7891, introduced by Congressman Staggers, to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes, and requesting a report and comments thereon.

The proposed measure is identical in substance to a bill, H.R. 4702, introduced by you, which would give effect to Legislative Recommendation No. 1 in the Commission's 76th Annual Report.

Accordingly, and for the reasons expressed in the justification in support of Legislative Recommendation No. 1 which accompanied my letter to you of March 4, 1963, I favor and support the objectives of H.R. 7891.

Sincerely yours,

LAURENCE K. WALRATH, *Chairman.*

INTERSTATE COMMERCE COMMISSION,
Washington, D.C., March 4, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CHAIRMAN HARRIS: I am submitting herewith for your consideration 40 copies of a draft bill (together with statement of justification therefor) which would give effect to Legislative Recommendation No. 1 in the Commission's 76th Annual Report.

I believe it appropriate to observe, however, that the Commission is not unanimous concerning the propriety of its initiating a detailed draft bill of the type here transmitted, the ramifications of which extend far beyond matters relating to surface transportation. On the other hand, we are agreed both as to the need for some additional time legislation and for a redetermination by Congress as to whether the Commission is the most appropriate agency to administer present or future legislation relating to standard time.

Accordingly, and to the extent that such action will focus attention on and help to resolve these problems, your assistance in having the enclosed draft bill introduced and scheduling a hearing thereon would be appreciated.

Sincerely yours,

LAURENCE K. WALRATH, *Chairman.*

RECOMMENDATION No. 1

This proposed bill would give effect to Legislative Recommendation No. 1 of the Interstate Commerce Commission as set forth on page 198 of its 76th Annual Report to Congress as follows:

"We recommend that Congress amend the Standard Time Act for the reasons set forth in the 'Standard Time Zones' chapter in this report, and if Congress does not see fit to so amend the statute, that we be relieved of the responsibility for its administration."

(The bill, H.R. 4702, appears on p. 3.)

JUSTIFICATION, RECOMMENDATION No. 1

The present Standard Time Act was enacted by Congress in 1918 largely in response to an immediate need for increased national efficiency during World War I. Its stated purpose, "To save daylight and to provide standard time for the United States," coupled with an injunction directing the Interstate Commerce Commission to define the limits of the zones "having regard for the convenience of commerce" (not just interstate commerce) and a requirement that standard time be observed in relation to acts required to be performed "by any person subject to the jurisdiction of the United States," was thought to evince the intent of Congress to fix standards of time for all purposes.

For a brief period, the standards of time prescribed under the act were universally observed despite the fact that it contains no enforcement procedure or penalty provisions. The daylight saving feature, however, was repealed in 1919 over President Wilson's veto, and shortly thereafter the Commission began to experience difficulty due to the limited scope of the act and the tendency of individual States and cities to exercise a claimed right of local option. Thus, local daylight saving time, adopted at first by Boston, New York, and Chicago, gradually spread to many other cities and towns in the East and Midwest. In a suit to enjoin the authorities of Massachusetts from enforcing the observance of an advanced time standard, a Federal district court held that, in enacting the Standard Time Act, Congress had not fully occupied the time field and, consequently, that there was no necessary conflict between that act and the enforcement of a different standard of time designed for purposes other than those specified in the act. See *Massachusetts State Grange v. Denton* 10 F. (2d) 515, *Aff'd. sub nom. Mass. State Grange v. Benton*, 272 U.S. 525 (1926).

With the way open to States and individual communities to act independently, an ever-increasing confusion and conflict of time standards has developed; and, in an era characterized by jet speed and by remarkable advances in space technology, this situation has become particularly aggravated and, therefore, potentially dangerous.

The situation in Indiana, as depicted in *Standard Time Zone Investigation*, 314 I.C.C. 101 (126-129), decided June 6, 1961, provides a pointed illustration of the problem. There, among other things, the evidence details the difficulties experienced by numerous commercial, communications, and transport concerns as well as the extreme confusion attending the arrival and departure of air flights at the Indianapolis airport. Another example is the recent time law of Virginia, which provides for daylight saving time for most of the State from Memorial Day to Labor Day, but exempts Bristol, and permits the usual period of daylight saving for that part of the Washington metropolitan area located in Virginia. Accordingly, the same standard is observed in Richmond, Arlington, and Bristol during the winter and early spring. From the last Sunday in April until May 30, however, Richmond time is the same as Arlington, but an hour ahead of Bristol; and, until the last Sunday in October, Richmond time is the same as that of Bristol but remains an hour behind Arlington time. While this arrangement is confusing, it is undoubtedly superior to the situation which existed when each community in Virginia determined for itself whether it would observe daylight saving time and for what period.

For many years, annual reports of the Interstate Commerce Commission have directed the attention of Congress to the need for additional time legislation; and, at the same time, in proceedings held under the act, the Commission has earnestly endeavored to find a solution to the numerous conflicts caused by the action of State or local authorities in changing local time standards. The pattern is usually the same. The shift in local time brings a flood of complaints and petitions for a change in the zone boundaries or for some action restoring

the former situation, which finally impel a reopening of the proceeding for re-consideration. Thus, the Commission is repeatedly injected into bitter local controversies without power to resolve them with any reasonable regard for the convenience and safety of the area as a whole. If it is found that the requested change would not enhance the convenience of commerce, a denial of the petition, in most instances, merely perpetuates the existing conflict and causes it to spread to additional areas. On the other hand, a grant of the relief sought often produces a similar outcome, since the resulting mutation of boundaries creates inconvenience in adjacent areas and, thereby, precipitates other independent local changes followed by further complaints and petitions for further modifications.

The Commission's experience amply demonstrates that any attempt to confine the application of the standard of time solely to Federal matters or to interstate commerce, while local matters or intrastate commerce are governed by a different standard, is bound to result in chaos. The original idea of Congress that a Federal standard would dominate and control local time has not been borne out in practice. Instead, the conflict between Federal and local standards is usually resolved by the observance of local time by Federal officers and establishments.

The Commission has consistently taken the position that this hopeless intermingling of Federal and local time standards adequately justifies the complete occupancy by Congress of the field of standard time regulation. In this respect, however, it is not necessary to rely solely upon the commerce clause, since other clauses of the Constitution, including the standards of weights and measures clause, appear to grant Congress the power to prescribe a uniform system of standard time for the country which is not limited to matters relating to interstate commerce or foreign commerce.

In its current annual report, this Commission has reiterated its prior recommendations that the scope of the Standard Time Act be broadened by providing that the standard time of the zone shall be the exclusive measure of time and by adding more definite standards, requirements for observance, penalties for violation, and provisions for administration and enforcement. The proposed bill has been drawn to accomplish these purposes.

The general intent of the draft bill—to provide a uniform system of time standards and measurement for the United States—is stated in section 4. In addition, to the five existing zones, this section would add one zone to the East primarily to provide a substitute for the designation "eastern daylight saving time," and two to the West in order to cover Alaska and Hawaii adequately.

It is useful to recognize that the 8 designated zones are parts of the international system of 24 zones stretching from Greenwich east and west around the world, as is done in section 5.

The meridians of longitude dividing the designated zones are specified in section 6. The names selected for the zones are those which are now in use or, as in the designation "Alaska-Hawaii," appear to be appropriate choices. It should be noted, however, that the position of the word "standard," which in the official designations in the present act precedes the names of particular zones, has been changed to follow the names, so as to conform to general usage. Thus, the designation "eastern standard time" is used rather than the now official form "standard eastern time."

Section 7 follows the present act and authorizes the "Agency" designated as administrator to define the limits of the zones and to modify them from time to time. The proviso would continue existing boundary determination until changed.

Section 8 includes a number of general principles which the Commission has found useful in determining the zone boundaries in the past. Difficulty is experienced in adhering to them, however, due to lack of explicit authority under the present act and also because commercial interests would have the Commission confine its consideration strictly to the convenience of interstate commerce. This section also provides that, in fixing the boundaries, the designated Agency shall not include in any zone a point or area for which the standard time would be more than 1 hour faster than sun time.

Numerous bills presented to Congress in prior years have required national observance either of standard time throughout the year or of standard time coupled with a provision for daylight-saving time during that portion of the year when daylight extends considerably beyond normal work hours. Straight standard time bills, however, are apt to engender vigorous opposition from the

large areas in the Northeast, Midwest, and Pacific coast which now observe daylight-saving time. On the other hand, bills requiring nationwide observance of daylight-saving time generally are unpopular in certain remaining portions of the country.

The draft bill meets and, in the opinion of the Commission, obviates these difficulties in section 9. Where desirable in the public interest, the administering agency would be authorized to delineate an area within any zone—a subzone—for transfer during a specified period to the zone immediately to the east. If, for example, a subzone were defined in the northeastern part of the central standard time zone, such subzone would become a part of the eastern standard time zone during the summertime. Accordingly, this section introduces a needed flexibility into the application of an advanced time standard. In those zones or portions of zones where no popular demand for a faster standard of time is manifested, none will be provided.

Sections 10, 11, and 12 would authorize the administering agency to conduct necessary proceedings, to issue subpoenas, to employ the staff necessary to perform its duties under the act, and to receive and hear petitions as to the time zones. The present act contains no provisions for its administration.

Sections 13 and 14 contain important provisions making the standard time of the zone the measure of time for the transaction of all public business by the Federal or State Governments or by persons subject to the jurisdiction of the United States, except for scientific purposes or for other purposes expressly exempted by the designated agency under a provision designed to foster and protect the public interest.

Provisions for the execution and enforcement of the draft bill, entirely absent from the present act, are provided in sections 15 to 18. These include injunctive relief, civil forfeitures, and fines for willful violations.

In total effect, the proposed bill would provide for the United States a stable and orderly system of time characterized by clearly defined boundaries and truly geared to the vastly accelerated tempo of the age in which we live. Accordingly, it is recommended that this bill be enacted substantially in its present form.

Finally, it must be observed that the Commission's experience indicates that the convenience of transportation is only one of the many considerations in time-zone hearings, and that the major portion of the testimony adduced at such hearings is elicited from a broad spectrum of sources, including representatives of Federal, State, county and municipal governments, banks, brokers, insurance companies, manufacturers, mining companies, refineries, wholesale and retail dealers, radio and television broadcasters, telephone and telegraph companies, newspaper, lawyers, doctors, hospitals, tour bureaus, school boards, farmers, stock breeders, and dairymen. For this reason, it is also recommended that careful consideration be given to the question of whether the Interstate Commerce Commission is the most appropriate agency to administer the provisions of any future law relating to standard time. In any event, should the Congress not see fit to change or amend the present Standard Time Act so as to provide a more efficient and effective system of time regulation, it is recommended that the Commission be relieved of the responsibility for its administration.

INTERSTATE COMMERCE COMMISSION,
Washington, D.C., June 17, 1964.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CHAIRMAN HARRIS: This is in response to your request for comments on six bills (H.R. 2335, introduced by Congressman Gray, H.R. 3114 and H.R. 11483, introduced by Congressman Staggers, H.R. 6284, introduced by Congressman Fulton of Tennessee, H.R. 11206, introduced by Congressman Fraser, and H.R. 11407, introduced by you) which, in different ways, would amend the Standard Time Act (15 U.S.C. 262). This matter has been considered by the Commission and I am authorized to submit the following comments in its behalf:

Since 1931 this Commission has recommended that Congress broaden the scope of the Standard Time Act, and has supported proposed amendments which would have required nationwide observance of either standard time throughout the year or daylight saving for a specified portion of the year. The primary objective has been to eliminate or minimize the present chaotic conditions in

the observance of time standards resulting from the widespread use of two or more legal standards of time at the same point or in the same area.

Most recently, we supported and urged enactment of H.R. 4702, a bill introduced by you at our request which would implement legislative recommendations contained in our 76th and 77th annual reports. In general, this bill would (1) provide guidelines and procedures to be followed by the administering agency in determining zone boundaries under the Standard Time Act, (2) permit, during a 6-month period commencing on the last Sunday in April and ending on the last Sunday in October, the designation of advanced time (daylight saving) subzones within each zone, (3) make the time of the zones and subzones the exclusive time for the transaction of public business by Federal, State, or local governments and by all persons in their business relations with the public, and (4) contain adequate administrative provisions (including requirements for public hearings and judicial review) and several alternative methods of enforcement (including injunctions, fines, and civil forfeitures).

Of the various measures which are the subject of this letter, one (H.R. 11483) is identical to H.R. 4702 in all essential respects except that it affects only time standards observed by the Federal Government and by common carriers engaged in interstate commerce including railroads, motor carriers, airlines, and communications companies. This difference, in our opinion, does not affect the merits of the bill and certainly does not give us cause to criticize H.R. 11483, or to oppose its enactment in lieu of H.R. 4702.

On the other hand, we believe that the remaining measures fail in various respects adequately to meet the need for additional time legislation.

H.R. 6284 and H.R. 11407 would require nationwide observance of daylight saving time, for 15 weeks and 5 months, respectively; and H.R. 11206 would simply provide that when a State or local government employs daylight saving time, such advance standard of time shall remain in effect during a prescribed 6-month period. H.R. 11206 and H.R. 11407, however, contain no enforcement or penalty provisions, and those contained in H.R. 6284 relate solely to the proposed 15-week daylight saving period. In addition, these bills would provide no criteria or administrative standards for use in the determination of zone boundaries.

H.R. 2335 would require nationwide observance of standard time throughout the year by Federal, State, and local governments and by "any place of business or commercial enterprise." H.R. 3114 has a similar purpose but its application would be limited to the Federal Government and to common carriers engaged "in commerce subject to regulation" by the Federal Government. H.R. 3114 contains no penalty or enforcement provisions and the sole sanction contemplated in H.R. 2335 is a fine of "not more than \$100," a remedy which in many instances would be inappropriate or ineffective. Neither bill would provide guidelines to assist in the determination of zone boundaries.

In view of the foregoing, and considering the many frustrations we have encountered over the years in administering the present Standard Time Act, we believe that the early attainment of a stable, orderly, and uniform system of time standards will best be achieved by enactment of comprehensive legislation such as that proposed in H.R. 4702 and in H.R. 11483.

Respectfully submitted,

ABE MCGREGOR GOFF, *Chairman.*

U. S. DEPARTMENT OF JUSTICE,
August 21, 1963.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Department of Justice concerning the bill (H.R. 7891) to establish a uniform system of time standards and measurement for the United States and to require the observance of such time standards for all purposes.

The act of March 19, 1918, as amended (40 Stat. 450; 15 U.S.C. 261, et seq.), provides for standard time of the United States. The law has been held to make standard time applicable only (1) to the movement of common carriers engaged in interstate or foreign commerce; (2) to U.S. officials and departments; and (3) to all acts done by any persons under Federal statutes, orders, rules,

and regulations. So construed it is not exclusive of State action on the same subject matter. *Massachusetts State Grange v. Benton*, 10 F. 2d 515 affirmed 272 U.S. 525. Apparently, under this view, a State may establish daylight saving time for all or certain parts of the State, for certain cities or areas of large population concentrations, for State offices and officials in performance of their duties and for other purposes.

The bill, which would be cited as "The Standard Time Act of 1963," would repeal the present standard time law, which provides for five standard time zones, and establish a uniform system of time and fix the standard of time measurement for the United States including the States of Alaska and Hawaii, consisting of eight time zones. Penalties would be provided for violations of the measure.

Whether the bill should be enacted involves a question of policy concerning which the Department of Justice prefers to make no recommendation.

The Bureau of the Budget has advised that there is no objection to the submission of this report from the standpoint of the administration's program.

Sincerely yours,

NICHOLAS DEB. KATZENBACH,
Deputy Attorney General.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C., August 13, 1963.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

MY DEAR MR. CHAIRMAN: Your request for comment on H.R. 4702 and H.R. 6284, related bills to establish a uniform time system for the United States, and for other purposes, has been assigned to this Department by the Secretary of Defense for the preparation of a report thereon, expressing the views of the Department of Defense.

Except during the two World Wars, uniformity with respect to the observance of daylight saving time has not existed in the United States. Whether daylight saving time is used or not and the periods during which it is in effect are matters for local determination. It is in general not possible to tell with certainty what time is kept in a particular locality on a given date.

The Department of the Navy, on behalf of the Department of Defense, supports the enactment of legislation to provide for a uniform system of time for the United States. No preference however, is expressed as to the many bills pending before the 88th Congress.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

Sincerely yours,

C. R. KEAR, JR.,
*Captain, U.S. Navy,
Deputy Chief*
(For the Secretary of the Navy).

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
OFFICE OF LEGISLATIVE AFFAIRS,
Washington, D.C., June 30, 1964.

HON. OREN HARRIS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

MY DEAR MR. CHAIRMAN: Your request for comment on H.R. 11407 and H.R. 11483, related bills to establish a uniform time system for the United States, and for other purposes, has been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

Except during the two World Wars, uniformity with respect to the observance of daylight saving time has not existed in the United States. Whether daylight time is used or not and the periods during which it is in effect are matters for local determination. It is in general not possible to tell with certainty what time is kept in a particular locality on a given date.

The Department of the Navy, on behalf of the Department of Defense, supports the enactment of legislation to provide for a uniform system of time for the United States. However, the Department defers to the Department of Commerce as to its preference of the many bills pending before the 88th Congress.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that, from the standpoint of the administration's program, there is no objection to the presentation of this report for the consideration of the committee.

Sincerely yours,

C. R. KEAR, JR.,
Captain, U.S. Navy,
Deputy Chief
 (For the Secretary of the Navy).

OFFICE OF THE POSTMASTER GENERAL,
 Washington, D.C., June 25, 1963.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for our comments on the bill (H.R. 4702) proposing to establish a uniform system of time standards for the United States. This bill provides for mandatory use of time standards throughout the country and prescribes regulatory powers for the Government and penalties for noncompliance.

We favor the general objectives of this bill to eliminate the confusion resulting from a lack of uniformity in the adoption of daylight saving time by various jurisdictions. The measure, however, though providing for a desirable uniformity in dates for the daylight changeovers for all those jurisdictions which will use daylight time, falls short of the goal of complete uniformity by failing to prescribe daylight time for all jurisdictions.

The establishment of an additional time zone for the New England States to be known as Atlantic time will require this Department to make substantial mail transportation schedule changes. It will also affect our ability to provide overnight service from the eastern zone to the Atlantic zone because of the 1-hour differential.

Section 8 of the bill, for instance, would authorize establishment of subzones within the standard zones transferring them eastward to the next adjacent standard time zone during the period from the last Sunday in April to the last Sunday in October. Though giving the effect of daylight time to the subzone, it continues the present undesirable situation of having daylight time in one part of a standard zone but not in another.

Though a mandatory and uniform daylight time for the country as a whole would best serve the interest of mail transportation the proposed legislation is at least a step in the right direction, and for that reason we favor its enactment. It will, we believe, in some measure benefit mail transportation by definitely fixing daylight time areas and standardizing the date periods.

The Bureau of the Budget has advised that from the standpoint of the administration's program, there is no objection to the submission of this report to the committee.

Sincerely yours,

J. EDWARD DAY, *Postmaster General.*

Mr. LONG. The Honorable Clarence D. Martin, Jr., the Under Secretary for Transportation, Department of Commerce, has submitted his Department's report in the form of a statement which is dated June 18, 1964. If there is no objection, that statement will appear at this point in the record.

(The statement mentioned follows:)

STATEMENT OF CLARENCE D. MARTIN, JR., UNDER SECRETARY FOR TRANSPORTATION,
DEPARTMENT OF COMMERCE

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to make this statement in connection with the interest of the Department of Commerce in these several bills which seek to improve our system of time zones in the United States and also deal with the confusion resulting from present daylight time practices.

Good time zone legislation is a matter of concern to the Department of Commerce. Confusing time practices are wasteful, expensive, and a burden on commerce.

Since 1918 we have limped along with unsatisfactory time legislation. Wholly apart from the problem of daylight saving time, the time zones prescribed pursuant to the 1918 act are not universally observed except with respect to the few matters as to which they are compulsory. With the addition of daylight saving time to the problem, the confusion is compounded since some areas observe daylight saving time, others do not, and there is no unanimity as to the duration of the daylight saving period. The record is replete with striking stories of multiple time changes within a relatively short distance, a classic example being that of the seven changes over a 40-mile stretch of highway not far from the Nation's Capital.

Today's hearing involves 10 bills. H.R. 6284, H.R. 11206, H.R. 11310, and H.R. 11407 are all aimed specifically at the problem of daylight saving time. H.R. 11206 and H.R. 11310 are identical. Although there is a good deal of difference among these bills none of them goes beyond an attempt to solve this vexing part of the total time problem. While I recognize the importance of a solution to the daylight saving question, I am firmly of the opinion that it represents only one feature of the total time problem and it would be unwise to deal with it separately when we have an opportunity to deal with the total time problem. In fact, the Department of Commerce does not believe it is desirable to make daylight saving time automatically compulsory by statute. Large segments of our population have manifested preferences for either daylight saving or for year-round standard time and we believe that it should be feasible for the wishes of both these groups to be substantially accommodated within a uniform system administered by the Interstate Commerce Commission.

H.R. 2335 and H.R. 2532 would prohibit the adoption of daylight saving time for any period or areas notwithstanding any amount of public or local support for its adoption. While they would have the merit of establishing uniform time standards, supported by modest enforcement provisions, they are inadequate in several other respects. They fail to meet the need of Alaska for additional zones; they would not authorize revision of existing zone boundaries, some of which have been severely criticized as unrealistic; and they do not provide for exceptions required for important scientific and technical needs of the Nation.

H.R. 3114 would establish 24 standard time zones each of which would be designated as a U.S. standard time zone with an appropriate number, counting west and east from Greenwich, England, where U.S. time zone 1 would be established. These zones would have geometrically precise boundaries at 15° intervals of longitude. The prescribed time would be maintained throughout the year and would govern the movement of carriers subject to U.S. regulation, Federal departments and agencies, and the time of performance of acts and accrual and termination of rights under Federal law. Other time standards could be established and used for any other purposes.

We envisage a number of difficulties if H.R. 3114 were to be enacted into law.

The rigid establishment of zonal boundaries with no flexibility would undoubtedly lead to a result that a number of cities and even buildings within cities would be cut in two by boundaries and would fall into different time zones. Moreover, the bill would share the weakness of the 1918 statute in failing to achieve time uniformity except with respect to certain extremely limited applications, such as movement of carriers, Federal business, and the like. It also poses serious difficulties for the Weather Bureau, a constituent unit of this Department. The Bureau is concerned that the provisions of H.R. 3114 might be interpreted in a way to hamper its meteorological operations and perhaps those of other scientific agencies. The Weather Bureau has estimated that the bill might cost it as much as \$750,000 and require 50 positions annually by necessitating conversion and recording of time designations of meteorological

observations of the United States prior to international exchange in order to comply with international agreements.

Because of these rather serious defects and deficiencies the Department of Commerce is unable to recommend enactment of H.R. 3114.

As for the three remaining bills, H.R. 4702 and H.R. 7891 are substantially the same as to content and effect. H.R. 4702 is a companion bill to S. 1033 and was introduced at the request of the Interstate Commerce Commission. H.R. 11483 is identical with S. 1033 as reported by the Senate.

On April 29 and 30, 1963, the Senate Committee on Commerce held hearings on S. 1033 and two other bills. I was privileged to testify on that occasion. As a result, I believe, of a consensus developed at that time, the Senate committee reported a rather substantially revised version of S. 1033 which includes a number of suggestions originating in our own Department.

We consider H.R. 11843 to be generally an excellent piece of legislation and we endorse it in principle, subject to reservations as to certain provisions of section 7.

H.R. 11483 appears to be a sensible and reasonable compromise between the position of a strict statutory Federal time and the position of no compulsion whatever. Under the jurisdiction of the Interstate Commerce Commission, zone boundaries would be established which would correspond generally with boundaries presently in use. For the convenience of the public an additional time zone would be established on the eastern seaboard to be known as the Atlantic time zone and to the west three additional zones would be established to be known respectively as Yukon, Alaska-Hawaii, and Bering.

As to daylight saving time, the bill would authorize the Commission to determine the boundary of one advanced time or daylight saving subzone within each zone. Daylight saving time would begin on the last Sunday in April and would end on the last Sunday in October in all subzones so established. This period coincides with the great majority of daylight saving time programs now observed throughout the country. No point or area might be included in an advanced time subzone for which the standard time of the zone to the east to which the subzone is temporarily transferred would be more than 1 hour and 30 minutes ahead of local mean solar time. Local wishes would have to be taken into account on both the adoption of daylight saving time and its geographical extent.

The time established by the Commission pursuant to the bill would be the exclusive time for the transaction of all public business by agencies or departments of the United States, by common carriers engaged in interstate or foreign commerce, and for communication by wire or radio. It would also be the time for the performance of acts and the accrual or termination of rights under Federal law and regulations. Except in these respects it would not be compulsory. I note, however, a new feature, not found in present law or in other proposals, which I believe would develop a good deal of desirable leverage in the direction of uniformity: namely, the requirement that communication by wire or radio be expressed in terms of the prescribed standard time. The Commission is also authorized and directed to foster widespread and uniform adoption of the time standards provided in the bill by States and their subdivisions. In our judgment these provisions fall short of the rigid or excessive Federal compulsion which is felt by many to be objectionable.

Returning to the subject of daylight saving or advanced time, I should like to express our endorsement of the care and moderation with which that difficult subject is approached in H.R. 11483. The term "daylight saving time," itself a source of many confusions, would be eliminated. This would be accomplished by transferring the advanced time subzone during the applicable period from the end of April to the end of October to the zone immediately to its east and making the legal time of the subzone the standard time of the zone into which it is temporarily so transferred. Ample provision is made for hearings and investigations, for consultation with State Governors, and for petitions and hearings to which the Administrative Procedure Act would apply with respect to the establishment of zones and subzones.

However, the authority and discretion of the Commission to establish advanced time subzones would be limited in two important respects. First, only a single subzone could be established in each zone. This might have the effect of forcing the Commission to choose in some cases between unattractive alternatives, where it would be necessary either to exclude an area which desired advanced time, or to include an area which did not want it.

The second concerns the geographic limitation of advanced time subzones which results from the provision that areas may not be included if the mean solar time differential exceeds 1 hour and 30 minutes. We understand this to mean that, generally speaking, in most zones and areas the westernmost parts of the zones would be ineligible for advanced or daylight saving time no matter how great the local desire for it might be.

We believe that further consideration should be given to whether these restrictions upon the power of the Interstate Commerce Commission to establish daylight saving time are necessary and in the public interest.

It is our belief that H.R. 11483 would have the effect of achieving a desirable degree of uniformity in our timekeeping practices—far more than we have at present. Subject to the reservations expressed in this statement we consider it to be a good bill and recommend its enactment.

Mr. LONG. First, we have several bills which would make standard time mandatory all year round. In this category we have bills by Representative Gray of Illinois (H.R. 2335) and Representative Price of Illinois (H.R. 2532) as well as a bill introduced by Congressman Staggers, the chairman of this subcommittee (H.R. 3114).

Next, we have several bills which would make daylight saving time mandatory during certain calendar periods—H.R. 6284 by Representative Fulton of Tennessee and H.R. 11407 introduced by the chairman of our full committee, Representative Oren Harris of Arkansas.

A third category consists of bills which would fix specific dates on which daylight time would begin and end in those jurisdictions which observe daylight time. Here we have H.R. 11206 by Representative Fraser of Minnesota, H.R. 11310 by Representative Karth of Minnesota, and H.R. 11672 by Representative Corman of California.

Fourth, we have bills introduced by the chairman of our full committee, H.R. 4702 and H.R. 7891, introduced by Mr. Staggers. These bills incorporate the recommendations of the ICC on the subject of time uniformity and provide for mandatory observance of standard and daylight time zones for Federal, State, and local purposes.

Finally, we have H.R. 11483 which Congressman Staggers introduced in order to bring before the subcommittee a bill identical with a bill (S. 1033) reported in the other body by the Senate Commerce Committee. This bill is based on the ICC bill which I just mentioned but it would make time uniformity mandatory only for Federal activities and interstate transportation and communications.

This represents a short rundown of the bills on which we are holding hearings this morning, and without anything further we shall hear from our first witness this morning, who is Congressman Donald Fraser of the State of Minnesota.

Congressman Fraser, would you come forth and proceed in your own order please. We are of course happy to have you and happy to have your views on this matter.

STATEMENT OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. FRASER. Thank you very much, Mr. Chairman and members of the committee.

First, may I express my appreciation for the opportunity to testify and for the fact that the committee is holding hearings on this subject. It is one that plagued me for many years as a member our of State legislature and now appears to be an issue that plagues Congress, but it is one I think that does have to be resolved.

I am happy to appear today in support of H.R. 11206, a bill which I introduced in order to provide a uniform period of daylight saving time.

This bill would simply have all daylight saving time begin at 2 a.m. on the last Sunday of April and continue until 2 a.m. on the last Sunday of October each year. The cities and States which have elected to go on daylight saving time would all shift on and off daylight saving time on the same day.

This bill is a straightforward measure designed to eliminate needless confusion. The need for standardization is apparent in this era of interlocking State and regional economies. It is apparent in this era of jet travel and continental superhighways. It is apparent when many people work and live in different localities and even different States.

Some local authorities have found themselves faced with a dilemma in deciding on the effective dates of daylight saving. In my own State of Minnesota, Duluth was torn between starting daylight saving with other Minnesota cities at the end of May or earlier when its twin port of Superior, Wis., changed.

Other cities bordering neighboring States and Canada altered their daylight savings period to conform with their neighbors across the border. While confusion within these communities was thus minimized, the fact is that these cities clearly acted in violation of State law. Because of the lack of time uniformity local communities have undertaken the dangerous precedent of violating State law.

The virtues of local autonomy are many, but to the businessman or tourist, the varying dates of changeover must seem idle caprice. For example, in the Midwest the traveler is faced with the following situation: Chicago observes central daylight time from the last Sunday in April to the last Sunday in October. Minneapolis is on daylight saving time from the first Sunday in May to after Labor Day. Milwaukee, which is situated between Chicago and Minneapolis, changes over to daylight time the same time as Chicago but returns to standard time on a different date from both Minneapolis and Chicago.

The common carrier serving these cities must take account of five different shifts in time. The traveler who wants to make a train or an appointment during the spring or autumn months must master both the latest time schedule and his temper. Similar situations exist throughout the country.

Many States, including my own, are interested in promoting travel and tourism. I suggest that eliminating annoying time differences both within and between States would help this objective. Certainly foreign visitors must be dismayed by the frequent differences of time in what is supposed to be one great Nation.

As it is now, no one governmental agency is ever sure what the latest daylight saving changeover date is on a community by community basis. Local and State legislation frequently revises dates.

The transportation industry's committee for time uniformity has therefore tried to provide data on current practice. According to their recent survey, of the 29 States observing daylight saving time on both a statewide and local option basis, all but 5 States switch to daylight saving time the last Sunday in April. For this reason, I have used this most common starting date in my bill even though most of my own State of Minnesota currently observes a later date.

The most frequently used date to return to standard time is also the date contained in this bill, the fourth Sunday in October—though a wide variety of dates exist. Communities in Iowa, for instance, returned to standard time last year on six different dates ranging from August 25 to October 27.

There seems to be no good reason for all of this variance. Undoubtedly many States and communities chose their changeover dates without any real awareness of the need for uniformity. Nevertheless, the need does exist. We need to correct current practices and prevent further confusion in the future.

Standardization of daylight saving time would result in cost savings to airlines, buslines, and railroads as the need to change schedules would become less frequent. It would eliminate some annoying time confusion for the traveler, whether he is going by automobile or public transportation. Broadcasting and communications in general would benefit.

My bill would provide for a standard 6 months of daylight saving time for those States and communities which utilize daylight saving. It would not impose any unwanted change to daylight saving on those sections of our country which prefer standard time. It would only amend the existing Standard Time Act, enacted in 1918, to provide for a uniform period of daylight saving time.

May I emphasize that my interest is in uniformity. The beginning and ending dates proposed in my bill reflect the practices of the majority of the States. I might suggest a possible variation the committee could explore: Require uniformity in the dates but provide that the dates for beginning and the dates for ending would be those which a majority of the States observing daylight saving time favored at any given time as indicated by resolutions adopted by the respective legislatures and maintained on file with Congress or the executive branch.

Thus, for example, the bill could provide for the beginning and ending dates now observed by the majority of States having some daylight saving time, but provide that if a majority of such States should favor by resolution a different beginning or ending date, then upon appropriate certification the next period of daylight saving would begin or end on such revised date. I do not urge such a provision, but merely suggest its possible use if there are many who wish to preserve a maximum of State determination while retaining uniformity.

In my own State of Minnesota, a recent statewide poll showed that a majority of State residents favor congressional action to set uniform time limits for all States choosing to go on daylight saving time.

Minnesotans 20 years ago favored the retention of standard time throughout the year. Only in 1957 did majority support for daylight saving time emerge. The subsequent confusion within Minnesota over starting and terminating dates resulted in a special session of the legislature to set the dates in 1959. To this internal confusion has now been added the inconvenience and illegal practices of local communities in choosing their own starting times.

As a result, Minnesota residents are asking the Federal Government to set a uniform time period for daylight saving. This is true for both those who support and those who oppose having daylight saving

in Minnesota at all. I ask Mr. Chairman, that the results of this poll as published in the Minneapolis Tribune on June 14, 1964, be made a part of this record.

Mr. LONG. Without objection it is so ordered.
(The statement referred to follows:)

MINNESOTA POLL: 58 PERCENT SAY CONGRESS SHOULD DECIDE DATES FOR DAYLIGHT SAVING

(Copyright 1964, Minneapolis Star & Tribune Co.)

Minnesotans are divided on whether to start daylight saving time (DST) in late April or in late May, but a majority of State residents think it would be better if Congress set uniform limits for all States who use it.

In a statewide survey by the Minneapolis Tribune's Minnesota poll, 58 percent of the people interviewed favor having Congress establish uniform dates for daylight time.

More than a third of the men and women (35 percent) think each State should make that decision rather than Congress. Seven percent either offer other suggestions, such as dropping daylight time altogether, or have no opinion.

On the question of when to start advanced time, 43 percent of the people prefer late April and 45 percent favor late May.

The switchover to DST in Minnesota was complicated this year because some communities like Duluth and Winona started 4 weeks ahead of the official date.

That development led Representative Donald Fraser of Minneapolis to introduce a bill in the U.S. House of Representatives calling for daylight time to begin each year on the last Sunday in April and continue until the last Sunday in October. His bill would apply just to DST States.

Interviewing in the survey was done in late May, right at the time most Minnesotans were advancing their clocks ahead 1 hour. A representative sampling of 600 men and women was asked:

"On the whole, do you like or dislike having daylight saving time during the summer months?"

The replies:

[In percent]

	Total	Men	Women
Like daylight time	61	68	54
Dislike it	32	28	37
No opinion	7	4	9
Total	100	100	100

As has been indicated in several past Minnesota poll surveys, strongest support for DST is voiced by people in the 21 to 39 age range (73 percent like it), and by residents of Minneapolis, St. Paul and Duluth (also 73 percent).

Twice as many farm residents dislike fast time (67 percent do) as like it (30 percent).

People also were asked:

"Minnesota officially begins daylight saving time each year on the fourth Sunday in May. In many parts of the United States, it begins in late April. If you had to choose, would you prefer to have Minnesota go on daylight time in late April, or wait until late May?"

Men and women fail to see eye-to-eye on this question:

[In percent]

	Total	Men	Women
Start late in April	43	53	34
Late May	45	36	54
Other answers	5	4	5
No opinion	7	7	7
Total	100	100	100

Six out of ten adults who like daylight time (61 percent) favor starting it in late April; a higher proportion who dislike it (64 percent) prefer keeping the late May starting date.

The final question in the series was:

"Which do you think is better—that Congress decide when daylight time should start and end for all States that use it, or that each State decide that for itself?"

The responses of different types of State residents:

[In percent]

	Let Congress decide	Let each State decide	Other and no opinion
All adults.....	58	35	7
Men.....	58	34	8
Women.....	59	35	6
Residents of Twin Cities and Duluth.....	61	34	5
Smaller cities.....	61	36	3
Town.....	64	25	11
Farm.....	42	47	11
People who:			
Like DST.....	60	36	4
Dislike DST.....	53	35	12

Mr. FRASER. The Federal Government is responsible for the well-being of all its citizens. It is concerned with economic waste wherever it appears. We cannot afford to waste the resources of our country, particularly when the cause of this waste can easily be corrected. For this reason, I have sponsored this legislation. I urge its immediate adoption to correct current anomalies and to provide one future uniform daylight saving period.

Thank you very much, Mr. Chairman.

Mr. LONG. Thank you, Mr. Fraser. You don't have any doubt in your mind but what if a uniform system were adopted it would remove the practices in some of these communities of choosing their own starting times, do you?

Mr. FRASER. I don't believe that it would necessarily end the desire to do this, but I think as a practical matter it would eliminate it because of the fact that there was one national uniform standard for daylight saving.

For example, part of the problem in our own community is reflected in the fact that Minneapolis and St. Paul, the metropolitan center of our State, is located only 30 miles from Wisconsin, and Wisconsin has different beginning and ending dates. Duluth and Superior are twin ports, one in Wisconsin and one in Minnesota, and both States observe daylight saving.

If there were uniform dates then there would be no problem of this kind. On the western border of Minnesota where we border South and North Dakota, if those States elected not to go on daylight saving time there might still be that urge for a community right across the border to want to conform to their neighboring areas, but I think that once it was settled that there was going to be a national pattern you should observe it. You should either go on it or not go on it. Then there would be no problem.

As a matter of fact, I might just add the problem even then would be limited to the choice of not going on at all or going on, and we preserve this autonomy in our bill. We don't require that a whole State go on. We only say if you go on, then you should go on at that certain date.

As I reflect on your question, I do believe it would eliminate just about all of the problems.

Mr. LONG. Mr. Van Deerlin.

Mr. VAN DEERLIN. Thank you. Mr. Fraser, my esteemed colleague, represents a State in which I once worked for 3 years and represents some communities where it seems to me that daylight saving time would be rather an academic thing, anyhow. I remember Mark Twain's definition of Duluth as a place where they have 11 months of winter and 1 month of poor sledding. Why do you stop short of complete uniformity in your proposal? Why would it still be convenient for North and South Dakota not to be on daylight saving time right across the border from Minnesota, which is on daylight saving time?

Mr. FRASER. I think that the opposition to daylight saving time as we saw it in our State tended to come from the rural communities. It has been primarily in the metropolitan areas that we found a demand for it. In the Dakotas we find a largely rural State and if the people of that State would prefer not to go on to daylight saving time I don't see any compelling reason to require them to do so, so I would limit the uniformity only to saying that if they did it, then they must observe this date.

Mr. VAN DEERLIN. Is there not still some inconvenience to railroads and tourists traveling through States and getting this seemingly unnecessary time readjustment?

Mr. FRASER. Well, there are some inconveniences, but I would say that if we were to pass the limited version that I am suggesting we would have cured 75 to 90 percent of the problems, and I think it is presented on a much more tolerable basis. Frankly, in terms of trying to get a bill through Congress, to enlist the support of those Members whose communities have no interest in daylight saving, I think it might be a formidable task to compel all States to go on daylight saving, so it may be a matter of attempting to reach for that which is within reach.

Mr. VAN DEERLIN. Because this would not seem to be a subject matter in which the emotional response to a State's rights would be especially strong. Would you agree?

Mr. FRASER. The resort to that argument I think may be made any time it serves the cause of the person who is in opposition.

Mr. VAN DEERLIN. Yes, but here of course is an area such as the minting of money, or standard weights and measures, rather than great sociological change.

Mr. FRASER. Yes. The point you make is, I think, very true, that this does not involve fundamental social changes in our society or community.

Mr. VAN DEERLIN. Except perhaps to farmers. I notice that the Minnesota poll gives a breakdown by sex, that men and women fail to see eye to eye, and I haven't read it closely enough to know whether women would stay in bed an hour longer or get up an hour earlier. But you don't have any separate record of how farmers feel about this. You do not speak for the farmers of Minnesota, I know, representing the constituency that you do in Minneapolis, but has farmers' thinking changed on this in recent years, do you know? They have been pretty solidly against daylight saving time, haven't they?

Mr. FRASER. Yes. I should perhaps draw attention to the second paragraph on the right-hand column where the poll results are stated as follows: "Twice as many farm residents dislike fast time * * * as like it," so I think it is true that in our rural communities there is still considerable opposition to daylight saving, but I would only supplement that observation with the fact that of those who dislike daylight saving there is still a substantial majority who would like to have Congress set uniform dates if we are to have it. That is indicated at the bottom of the poll.

Mr. VAN DEERLIN. In other words, they would like to make the best of a bad thing?

Mr. FRASER. That is right.

Mr. VAN DEERLIN. Thank you, Mr. Chairman.

Mr. LONG. Mr. Curtin.

Mr. CURTIN. No questions, Mr. Chairman.

Mr. LONG. Mr. Fraser, thank you very kindly. As I said before, we appreciate your coming.

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

Mr. LONG. The next witness is Congressman Fulton of the State of Tennessee. Mr. Fulton, will you come forward, please. We are happy to have you. It is my understanding you have a gentleman with you you would like to accompany you. Feel free to bring him on up if you would like and identify him for the record and conduct it any way you see fit.

STATEMENT OF HON. RICHARD H. FULTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TENNESSEE

Mr. FULTON. All right. I will introduce my witness from Nashville after I complete my testimony.

Mr. Chairman, may I take this opportunity to say how pleased I am to be afforded this opportunity to appear before you today in behalf of legislation which I think will put an end to the confusion arising from the annual advent of the saving time season.

A 2 a.m., Sunday, April 26 of this year, the Nation was thrown anew into the annual time scramble. On that date in 24 States, clocks were advanced 1 hour. The move affected over half the Nation's population, over 100 million persons, stretching from Maine to California and running from Minnesota to New Mexico.

After April 26, five more States joined in the observance of daylight saving time. Thus, daylight saving time, before the clocks are returned to standard observance, will have been observed in 29 States to some degree. I say to some degree because, as the enclosed chart will show, not all States are uniform in their observance of this so-called fast time. Indeed, there are 13 States where observance is on a local option or some other basis. In addition, in 21 States there will be no observance at all.

Thus, we find that while there is some pattern of observance of daylight saving time in this Nation each year, the picture is more accurately described as one of confusion rather than clarity. Obviously, all this time confusion has an effect on our lives.

And how does this have effect? Mr. Chairman, to begin with, there is the personal inconvenience which one suffers. For example: when

we in Washington advanced our clocks an hour last April 26, our time here moved 2 hours ahead of the standard time observed in my congressional district, Metropolitan Nashville-Davidson County, Tenn. In other words when it is 8 a.m. here, it is only 6 a.m. in Nashville less than 500 miles to the west, and yet the time differential is exactly the same in the Texas-Oklahoma region, 1,500 miles to the west.

I might say here that Tennessee does have a rather strange situation. The State legislature in 1947 outlawed daylight saving time. We had a very powerful man in the State legislature at that time who lived only 35 miles from the capital city and because the city was observing fast time and his small town was not he missed his bus to Nashville, and he was so angry the following morning that he introduced a bill in the State legislature and because of his great influence the bill passed, and so we do have a law in Tennessee that prohibits us from having daylight saving time even in any area.

The fact is in 1956 there was a movement started for the voluntary adoption of central daylight time on a publicly stated date. Everyone would simply turn his clock back an hour. This problem was very difficult and it was not mandatory, and government agencies were expressly prohibited from observing this fast time. We like to think, and we do think, that particularly metropolitan Nashville is progressive, and along these lines of progressiveness we just last year adopted a new metropolitan government which took in our entire county system, and the Nashville Chamber of Commerce and both of our daily newspapers have editorially endorsed the uniform daylight saving time bill that I have before you today.

There are of course personal inconveniences which can be endured. There are, however, additional effects of this situation which are more serious and of greater significance.

The time gap created by the nonuniformity of savings time observance can work a serious hardship upon the conduct of commerce and business. For instance, when persons in Nashville, Memphis, and New Orleans wish to conduct business with the great trade centers of the East, they discover that they must call before 10 a.m., or the people back east have gone to lunch. By the time the easterner has returned from lunch, there is about an hour for business before the folks in Tennessee and Louisiana are at lunch. When they, in turn return to their offices, it is almost time for the eastern commuters to leave their businesses for the day.

This may seem to be an exaggeration but I can tell you that communication at this time of year between my office and Nashville is extremely difficult in terms of contacting people. But there are still more adverse effects caused by these annual time switches.

There are certain industries and the transportation industry is a good example, which suffer a serious monetary loss because of these time changes.

Our Nation's motorbus operators estimate they lose \$250,000 a year in printing costs necessitated by the moving of the clock forward and back again in various States. The railroads allege that the printing of timetables to conform with local time shifts over the country costs them over a million dollars a year. Add to this total \$1.6 million spent each year by the country's broadcasters for facilities to tape and "save"

programs for showing in prime time around the Nation and this business of time switching becomes not only confusing but costly.

There is seemingly no limit on the improbability of situations which can be created by this confusion. We are all aware, I am sure, of that celebrated 35-mile ride between Steubenville, Ohio, and Moundsville, W. Va., which actually caricatures the matter. Until 1963, when the State of West Virginia made daylight saving time mandatory on a statewide basis, one could travel this 35-mile length of highway and actually change his clock seven times to conform to local time observance customs.

This is, admittedly, a rare and extreme case. But we must realize there is no law, regulation, or authority to assure this situation will not be repeated, and repeated often, in other areas of the United States at other times.

The Congress can and should put an end to this annual confusion. As a great nation of growing population and economic might, we cannot afford to have the conduct of our commerce and industry hindered in any way by the antiquated manner in which we deal with the problem of time.

The bill which I have introduced will end this annual confusion. It will do it by putting the Nation on mandatory daylight saving time for 3 months of each year. My bill, H.R. 6284, would require that all clocks in the Nation be moved ahead 1 hour on the last Sunday of May each year. They would revert to standard time on the first Sunday of September.

At this point, I would like to make these observations. The effective dates I recommend are not in harmony with the majority of those effective dates in States today observing daylight saving time. In other bills this committee will consider during these hearings, there are considerable variations in execution and termination of saving-time observance. Since the introduction of H.R. 6284, it has occurred to me that actually a 6-month observance beginning the last Sunday in April each year and terminating the last Sunday in October might comply more with the majority of States now observing saving time.

On the other hand, it is reported to me that many parents, especially parents of young children in the elementary grades, would prefer saving time only during the summer months while the children are out of school. It seems to me, however, that the 6-month period might be the most practical for the reasons mentioned above and I urge the committee to give its favorable consideration to the 6-month period in any bill which it might report.

This brings us to two very important considerations. Do the people want daylight saving time and does the Congress have the authority to provide it?

I submit that there is widespread support for and approval of saving time in this Nation. In our most important and largest national trading center, the New York, New Jersey, New England area, some 34 million Americans annually observe daylight saving time.

In the Middle West, the important lake-trade States of Wisconsin, Illinois, Indiana, and Ohio, with a combined population in excess of 28 million persons, annually observe daylight saving time.

The entire length of our west coast, with its important trade centers, observes daylight saving time involving some 20 million Americans in the States of Washington, Oregon, and California. Now, if you will add to these areas where daylight saving time is not observed, but where the people wish it were observed, you add significantly to the total of over 100 million Americans currently observing daylight saving time each year.

One of these areas deprived of saving time is my own district of Metropolitan Nashville-Davidson County, Tenn. The public support for saving time in this trade area of nearly half a million persons is illustrated by the support given my bill by the Nashville Area Chamber of Commerce; the Nashville Tennessean, our morning newspaper; and by the Nashville Banner, our evening newspaper. In addition, various civic groups have endorsed this proposal for nationwide observance of uniform daylight saving time.

The trend today is to savings time. The trend in this Nation over the past 80 years has been to saving time as State after State, area after area, and locale after locale move to observe it. With this trend to saving time and with over half our Nation's population observing it and additional hundreds of thousands of persons desiring to do so if permitted, I believe it can be said in fairness and with validity that daylight savings time does enjoy the support of the people and that it is desired.

Now, does the Congress have the authority to require nationwide observance of uniform daylight savings time?

The Constitution states that:

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States, respectively, or to the people.

It would seem to me, after review of the Constitution, this legislation proposed in H.R. 6284 falls within the powers which are delegated to the United States by the Constitution when considered in the light of the powers delegated to the Congress to regulate interstate commerce as well as those dealing with fixing the standard of weights and measures.

Of the two powers, the power to fix the standard of weights and measures would seem to afford the preferable source of authority; for the measure of control thereby vested in Congress is plenary, and unencumbered by jurisdictional restraints.

Should Congress determine that the national interest requires uniform observance of a national standard for measuring time during the winter and summer months, respectively, then an unassailable presumption of constitutionality immediately would attach thereto without the necessity of proving, as would be the case with similar legislation grounded upon the commerce clause, that the Federal Government is competent to preempt the entire area to be regulated; that is, Congress is possessed of power to extend the application of its regulation of time to unquestionably local, or intrastate activities.

Equally complete avoidance of legal controversy is less likely to be achieved subsequently to a decision to rest a nationwide system of standard and daylight saving time upon the commerce power. Al-

though the principle is well established (*Houston, E. & W.T.R. Co. v. U.S.* 234 U.S. (1914)) that Congress is competent, in order to effect a regulation of interstate commerce, to extend the application of such regulation to all local activities which burden or adversely affect such commerce, nevertheless, there remains the possibility that certain local transactions, conducted in obedience to conflicting State or municipal standards for measuring time, would be viewed as having such a remote and tenuous connection with interstate commerce that the application to the former of a national time standard could not constitutionally be required. Any such result manifestly would prevent the attainment of that uniformity of acceptance which is essential to the effective operation of a Federal regulation of time.

There would, therefore, appear to be no justifiable grounds for suspecting that the terms of my bill would be open to challenge. It might be well, however, to include specific language in the bill to preempt the power of States and localities.

To sum up, uniformity in time would bring order into the generally confused pattern of summer life in the country, in legal questions, contractual matters, licenses, recreation, and personal and business commitments. It would save costs in fuel for lighting, in printing of schedules, and other purposes.

Therefore, Mr. Chairman, I respectfully urge favorable consideration of H.R. 6284 by this committee.

(The attachment to Mr. Fulton's statement follows:)

COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.

I. EXTENT OF OBSERVANCE IN 1963 OF DAYLIGHT SAVING TIME IN THE UNITED STATES¹

States observing daylight saving time:

Statewide (16):	Statewide—Con.	Not statewide—Con.
California	Oregon	Iowa
Connecticut	Rhode Island	Maryland
Delaware	Vermont	Michigan
Illinois	Washington	Minnesota
Maine	West Virginia	Missouri
Massachusetts	Wisconsin	Montana
Nevada	Not statewide (13):	New Mexico
New Hampshire	Colorado	Ohio
New Jersey	Idaho	Pennsylvania
New York	Indiana	Virginia

States not observing daylight saving time (21):

Alabama	Kansas	Oklahoma
Alaska	Kentucky	South Carolina
Arizona	Louisiana	South Dakota
Arkansas	Mississippi	Tennessee
Florida	Nebraska	Texas
Georgia	North Carolina	Utah
Hawaii	North Dakota	Wyoming

II. EXTENT OF UNIFORMITY IN DAYLIGHT SAVING TIME SWITCHOVER DATES, 1963

A. Switch from standard to daylight saving time

1. Of the 16 States observing daylight saving time on a statewide basis, all 16 States switched to daylight saving time on the fourth Sunday in April.

¹ These data have been derived from 1963 reports received from official sources within the individual States. A 1964 survey will be completed within the next few weeks.

2. Of the 13 States observing daylight saving time on a nonstatewide basis, all except the following 5 States switched to daylight saving time the last Sunday in April:

State	Area	Daylight saving time began—
Colorado.....	Aspen, Colo.....	May 26, 1963.
Michigan.....		Year round in isolated areas.
Minnesota.....	Except for border municipalities given local option, balance of State controlled by dates in State law.	4th Sunday in May.
Montana.....	Anaconda (Deer Lodge County) and Butte (Silver Bow County).	Memorial Day.
Virginia.....	Portions of Virginia other than Bristol and 10th election district (adjacent to Washington, D.C.).	Do.

B. Switch from daylight-saving to standard time

1. Of the 16 States observing daylight-saving time on a statewide basis, all except West Virginia and Wisconsin returned to standard time on the fourth Sunday in October. West Virginia and Wisconsin switched instead on the fourth Sunday of September.

2. Of the 13 States observing daylight-saving time on a nonstatewide basis, three of them (Minnesota, Montana, and New Mexico) returned to standard time in September. Montana and New Mexico, however, observe daylight-saving time in very limited areas.

Nine other States (Colorado, Idaho, Indiana, Iowa, Maryland, Michigan, Missouri, Pennsylvania, and Virginia) returned to standard time on varying dates ranging from August to October, with some Idaho, Indiana, and Michigan communities even observing daylight-saving time on a year-round basis.

Only in Ohio did the counties observing daylight-saving time switch back to standard time on the fourth Sunday in October.

C. States observing both the April to October switchover dates

Fifteen of the twenty-nine States observed the switchover dates of the last Sundays in April and October.

Mr. LONG. Thank you, Mr. Fulton. I notice that you speak, and I think correctly, of the trend nationally toward daylight-saving time. Yet you are speaking of the fact that in Tennessee during the last few years you have outlawed daylight-saving time. It seems that this powerful man in the State legislature that missed his bus reversed the trend.

Mr. FULTON. Certainly, he reversed many trends. Fortunately, he is not in the legislature now, and he did perform a great service in other fields during his many, many years of service. We have had a problem in Tennessee, as have many other States, in that our State legislature has not been reapportioned since around 1900. There was a case brought to the Supreme Court, *Baker v. Carr*, I believe, in which the Supreme Court did rule that all of the States would have to start reapportioning their seats according to population, and I think that there is a possibility in the near future that Tennessee might repeal the law outlawing daylight-saving time, but what about the other States that possibly will not have enough urban representation to overcome the rural resentment of a daylight-saving time bill?

I might say that recently Mr. York, who represents the Farm Bureau in Tennessee, expressed opposition to this bill, but one of the reasons he said was:

Many farmers feel that much of the support for daylight saving time comes from the people who have to work less than they do and who want the fast time

for more recreation, and they don't see why they should be inconvenienced so the city people can have a good time.

I would like to submit for Mr. York's consideration that many of these so-called city people work 6 and 7 days a week the year around and many of our hard-working people engaged in the field of Agriculture only work a few days during the season or a few weeks during the season.

Mr. LONG. So it is a question of hours per day as against days per year.

Mr. FULTON. Yes.

Mr. LONG. Mr. Van Deerlin.

Mr. VAN DEERLIN. Insofar as you know, Congressman Fulton, do any other States have a similar prohibition against daylight-saving time?

Mr. FULTON. I am not aware of that. My staff does not know of any.

Mr. VAN DEERLIN. A great number, however, do not have provision for daylight saving.

Mr. FULTON. That is correct, sir.

Mr. LONG. Mr. Glenn.

Mr. GLENN. I have no questions.

Mr. LONG. Mr. Curtin?

Mr. CURTIN. No questions.

Mr. LONG. Thank you, Mr. Fulton.

Mr. FULTON. Thank you, Mr. Chairman. I would like to, with your permission, at this time introduce to the committee Mr. Donald Washburn, the executive assistant to Mayor Beverly Briley, of Metropolitan Nashville, and he has a few remarks that he would like to extend in the record at this time.

Mr. LONG. Fine, Mr. Washburn. We are glad to have you. Proceed in your own order.

STATEMENT OF DONALD WASHBURN, EXECUTIVE ASSISTANT TO MAYOR BRILEY, NASHVILLE, TENN.

Mr. WASHBURN. Chairman Long and members of the Subcommittee on Daylight-Saving Time of the House Interstate and Foreign Commerce Committee, I am Donald E. Washburn, executive assistant to the Honorable Beverly Briley, mayor of Metropolitan Nashville and Davidson County, Tenn.

I would like to read the following as evidence of the authority with which I am here this morning.

The following is a copy of a telegram sent to this committee on yesterday, June 17, 1964, addressed to the Honorable Harley O. Staggers, chairman, Subcommittee on Daylight Time, Interstate and Foreign Commerce Committee, House Office Building, Washington, D.C.:

Donald Washburn, administrative assistant to Mayor Beverly Briley, of the Metropolitan Government of Nashville and Davidson County, Tenn., who will testify before your committee on uniform daylight time, is authorized and requested to represent and speak for the Nashville Area Chamber of Commerce in support of Congressman Richard Fulton's bill for uniform daylight-saving time. May the record show Mr. Washburn as our official spokesman.

W. C. BAUER,

President, Nashville Area Chamber of Commerce.

I have a letter from our mayor addressed to Hon. Harley O. Staggers, chairman, Subcommittee on Daylight Time, Interstate and Foreign Commerce Committee, House Office Building, Washington, D.C.:

DEAR CONGRESSMAN STAGGERS: It has come to my attention that your subcommittee on the morning of June 18 will be conducting hearings in regard to H.R. 6284. I would like hereby to personally express to your committee my personal support in behalf of this bill as mayor of Metropolitan Nashville and Davidson County which comprises the entire Fifth Congressional District represented by the Honorable Richard Fulton.

I would also like to hereby authorize Mr. Donald L. Washburn, my executive assistant, to represent me personally and Metropolitan Nashville and Davidson County before the committee in behalf of H.R. 6284.

Thanking you for your kind considerations in regard hereto, I am,

Sincerely,

BEVERLY BRILEY,

Metropolitan Mayor, Nashville-Davidson County, Tenn.

With the permission of the chairman and the committee I would like to submit this letter to become a part of the official record of this committee.

Mr. LONG. Without objection it is so ordered.

(The letter referred to follows:)

METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY,

Nashville, Tenn., June 17, 1964.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Daylight Time, Interstate and Foreign Commerce Committee, House Office Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: It has come to my attention that your subcommittee on the morning of June 18 will be conducting hearings in regard to H.R. 6284. I would like hereby to personally express to your committee my personal support in behalf of this bill as mayor of Metropolitan Nashville and Davidson County which comprises the entire Fifth Congressional District represented by the Honorable Richard Fulton.

I would also like to hereby authorize Mr. Donald L. Washburn, my executive assistant, to represent me personally and Metropolitan Nashville and Davidson County before the committee in behalf of H.R. 6284.

Thanking you for your kind considerations in regard hereto, I am,

Sincerely,

BEVERLY BRILEY,

Metropolitan Mayor, Nashville-Davidson County, Tenn.

Mr. WASHBURN. I am a resident of Metropolitan Nashville and Davidson County, Tenn., which has a population of 300,000, has a trade area of 1,500,000 and is located in the central standard time zone. State law prohibits daylight saving time. The resultant factor of a 2-hour time differential of eastern commercial centers has caused a great deal of inconvenience due to the fact that the number of hours we can do business with eastern markets is cut to around 4 or 5 hours per day.

Even if it were possible to have daylight saving time in Nashville, this alone on a local option basis would not solve the problem of time inconsistencies which harass the citizens of our country from North to South and East to West. And this is perhaps the chief reason why so many persons in Nashville endorse H.R. 6284 and particularly the Nashville Area Chamber of Commerce which has adopted the following resolution:

Whereas the practice of observing daylight saving time in many cities, metropolitan areas, or entire States during the summer months has created considerable confusion in the transaction of business and has placed an especial handicap

upon the businessmen of Metropolitan Nashville because of the 2-hour time differential with many great market centers; and

Whereas Tennessee communities are prohibited by State law from adopting any time other than standard time; and

Whereas Congressman Richard Fulton and Senator A. Willis Robertson have introduced in the Congress companion bills, H.R. 6284 and S. 1528, respectively, which would establish daylight saving time uniformly throughout the United States during the months of June, July, and August of each year: Now, therefore, be it

Resolved by the board of governors of the Nashville Area Chamber of Commerce, That this Board go on record in favor of the proposal to establish daylight saving time uniformly throughout the country for the months of June, July, and August as a means of reducing confusion in the time pattern of the Nation and of helping Nashville business to operate more efficiently in its dealings in the other time zones; be it further

Resolved, That this endorsement of uniform daylight saving time throughout the Nation be communicated to the Tennessee Members of the House of Representatives and Senators; to the chairman of the House Committee on Interstate and Foreign Commerce; to the chairman of the Commerce Committee of the Senate and to other interested individuals and agencies.

Adopted by the board of governors of the Nashville Area Chamber of Commerce, in regular meeting assembled, May 23, 1963.

It is most noteworthy, too, that both of our great daily newspapers, the Nashville Tennessean and the Nashville Banner, have editorially supported this daylight saving time bill, H.R. 6284, introduced by the Honorable Richard Fulton, of Tennessee.

Nashville is essentially an industrial and trade center for the North-Central South. It has a greatly diversified industrial base consisting of such plants as Du Pont, Ford, Avco, Aladdin Industries, Genesco world headquarters, and many, many others.

A number of the executives of these firms and others have expressed a great deal of concern over the time differential between Nashville and the eastern part of the United States during the summer months.

A prime example of the problems they face was told me by Dayton Manies, of Baird Ward Printing Co.

At 3:30 p.m., central standard time, a question arose as to the correctness in spelling of an author's name in Compact magazine. At that time in New York, Parents' magazine's switchboard closed. By 6 p.m., central standard time, they reached assistant production manager of the magazine at home. By the time the mistake was confirmed, 60,000 books were run with incorrect spelling due to the fact that no contact could be made to check the error.

Chairman Long and members of this committee, as a representative of Metropolitan Nashville and Davidson County's mayor, Beverly Briley, and the Nashville Area Chamber of Commerce, we respectfully urge your support of Congressman Richard Fulton's bill, H.R. 6284, to provide for uniform daylight-saving time through the United States during the summer months.

I want to thank you for your permission to come before you and your kind attention.

Mr. LONG. Thank you, Mr. Washburn. Mr. Van Deerlin?

Mr. VAN DEERLIN. No questions, Mr. Chairman, but I would like to note that the witness has made frequent references to the cooperation of his Congressman. You understand the very able representation that Mr. Fulton has provided as a Member up here, and I am glad to find that this is so.

Mr. WASHBURN. Thank you, sir. I am quite aware that he is running for reelection at this time, too.

Mr. VAN DEERLIN. It just so happens. I wanted you to know how very highly regarded he is among his colleagues from other parts of the country.

Mr. WASHBURN. Thank you, Mr. Congressman. I appreciate that.

Mr. LONG. Mr. Glenn.

Mr. GLENN. I have no questions.

Mr. LONG. Thank you very kindly for your very comprehensive statement. We appreciate your coming.

Mr. WASHBURN. Thank you.

Mr. LONG. Our next witness is our colleague from Minnesota, Hon. Joseph E. Karth. Mr. Karth, we are very happy to have you before the committee and you may proceed as you see fit.

STATEMENT OF HON. JOSEPH E. KARTH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. KARTH. Thank you very much, Mr. Chairman and members of the committee. Anyone who has the occasion in this modern day to travel or communicate cross country is ever mindful of the differences in time zones. This in itself is a troublesome matter at best, but when it is compounded by the confusing patterns of daylight saving time throughout the United States the situation becomes sheer chaos.

The metropolitan areas in many sections of our country want a uniform period for daylight saving time to facilitate interstate business and communications.

Many cities are hampered by State laws setting forth daylight saving time periods which are not uniform. It is no answer, in my opinion, to tell the city governments that they should go to the State legislatures for help. The facts of life are that legislative apportionments in many States has shortchanged urban areas of fair representation so that the needs of the cities when they conflict with those of rural areas are, more often than not, subordinated to farm interests.

Daylight time, frankly, is a subject which often stirs many rural area legislators to a high pitch of emotion.

The enactment of H.R. 11310 and similar legislation would not disturb the rights of the States to impose or not impose daylight saving time but would only set forth a uniform period when daylight saving time would be in effect; namely, from the last Sunday in April to the last Sunday in October of each year.

I believe that Congress, which has the power to regulate commerce among the several States, has the duty to make better sense between the time zones than currently exists when daylight saving time is imposed during varying periods in the United States.

I am pleased to sponsor H.R. 11310, especially since the City Council of St. Paul, Minn., and a number of business, civic, and labor organizations favor the passage of a uniform daylight saving time law.

With the committee's permission, I would like to include as part of my remarks a resolution adopted by the City Council of St. Paul, Minn., on May 8, 1964, and editorials from the St. Paul Pioneer Press.

(The data referred to follows:)

CITY OF ST. PAUL, OFFICE OF THE CITY CLERK

COUNCIL RESOLUTION—GENERAL FORM

Whereas there is no Federal law establishing a uniform date for initiating and terminating daylight saving time; and

Whereas the lack of such Federal law resulted in the use of various dates for initiating daylight saving time in various cities and communities; and

Whereas these discrepancies in the dates for initiating daylight saving time create inconvenience, confusion, and economic loss: Now, therefore, be it

Resolved, That the City Council of St. Paul, Minn., urges our Senators and Representatives in the Congress of the United States to work for the passage of a Federal daylight saving law which would establish universal dates for initiating and terminating daylight saving time annually.

[From the St. Paul (Minn.) Pioneer Press, Apr. 30, 1964]

UNIFORM TIME SYSTEM REQUIRED

The Duluth City Council, which has voted to deviate from State law and inaugurate daylight saving time next week, deserves some sympathy. It is extremely inconvenient, if not downright confusing for Duluth to be an hour behind neighboring Superior, Wis., which went on fast time last Sunday.

But Duluth's problem is not unique in this age of instant communication and increased mobility. Few States and communities, not to mention businesses and travelers, escape the confusion brought on by the absence of a uniform national time standard during the summer months.

At last count, less than half the States were on a fast-time basis from April through October. Some States, including Minnesota, go on daylight time later; other States remain on standard time throughout the year. If a person were to drive from Wisconsin, through Minnesota, to North Dakota today, for instance, he would have to contend with three different time zones.

This situation is aptly described by the National Advisory Commission on Intergovernmental Relations, as "ridiculous and burdensome." The public confusion, the costs to the transportation and communication industries, and the bother to tourists and other travelers all argue for a uniform time system for the entire country during the summer. A bill to that effect is now before Congress.

Rural interests still oppose daylight saving time. Their case is not without some appeal. But two facts undermine its validity. First the bulk of the population now resides in metropolitan areas and wants fast time. Second, and most compelling, farmers in States with daylight time have made the adjustment with a minimum of difficulty.

[From the St. Paul (Minn.) Pioneer Press, May 13, 1964]

OF TIME AND ORDER

St. Paul and Minneapolis made the correct decision in deciding not to act contrary to State law by adopting daylight saving time in advance of the statutory date.

St. Paul went a step further in adopting a resolution calling for enactment of a national daylight time statute which would eliminate the time confusion and chaos that presently exists with 24 States going on fast time on the last Sunday in April while 5 other States, including Minnesota, will do it later this spring.

Communities in the State desiring daylight time "order" now have a bill in Congress upon which to focus attention, introduced by Representative Donald Fraser, of Minneapolis. It provides that all States which adopt daylight time would do so on the same date. States would have the option of maintaining standard time if they desired.

However, since such legislation has never made such progress on the Federal level, Minnesota also should plan to approach the 1964 legislative session with a proposal to alter Minnesota's time law to coincide with those of neighboring States.

To facilitate support of the daylight time proposals, Minnesota communities interested in such legislation should consider forming an organization which could serve as an official spokesman for them before lawmaking bodies.

Mr. KARTH. That concludes my statement, Mr. Chairman.

Mr. LONG. Thank you, Mr. Karth. Any questions? If not, again we thank you, Mr. Karth.

Mr. KARTH. Thank you very much for this opportunity.

Mr. LONG. Mr. Ramspeck, will you come forward, please? The next witness, members of the subcommittee, the Honorable Robert Ramspeck, a very distinguished American, Chairman of the Committee for Time Uniformity, 1710 H Street NW., here in Washington.

Welcome before the subcommittee, Mr. Ramspeck. We are glad to have you.

STATEMENT OF HON. ROBERT RAMSPECK, CHAIRMAN, COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.; ACCOMPANIED BY ROBERT E. REDDING, EXECUTIVE DIRECTOR AND SECRETARY, COMMITTEE FOR TIME UNIFORMITY

Mr. RAMSPECK. Thank you, Mr. Chairman, and members of the committee. My name is Robert Ramspeck. I reside at 9516 West Stanhope Road, Kensington, Md. Over the years I have enjoyed the privilege of serving as a Congressman from Georgia, as well as Chairman of the Civil Service Commission. My experience with the transportation industry has included 5 years as executive vice president of the Air Transport Association, comprised of all the scheduled airlines. More recently, I served as vice president of Eastern Air Lines, Inc., from which position I have recently retired.

I appear here today in my capacity as national chairman of the Committee for Time Uniformity, with principal offices at 1710 H Street NW., Washington, D.C. The members of this committee are keenly interested in the growing difficulties surrounding the observance of time throughout the United States and wish to express their appreciation for the privilege of presenting views in support of time uniformity legislation.

The Committee for Time Uniformity (sometimes referred to herein as the "CTU") which I represent, was voluntarily formed as the result of a "uniform time conference" convened on August 13, 1962, by the Transportation Association of America here in Washington.

This ad hoc, nonprofit, voluntary association of transportation, communications, finance, travel, farm, labor, and other interests was formed as a result of the efforts of the Transportation Association of America to stimulate widespread interest in eliminating the growing confusion and chaos resulting from clock juggling throughout the United States.

I might interpolate here, Mr. Chairman, that I am serving as chairman of this committee without compensation, simply because I think there is a need for legislation for the benefit of the interests I have mentioned.

A list of these interests cooperating together in this undertaking is attached to my statement.

The CTU has also worked in close cooperation and harmony with many departments and agencies in the Federal Government, as well as with a number of representatives of governmental interests at State and local levels. A list of such cooperating departments and agencies is also attached to this statement. Many of them will undoubtedly inform you directly of their concern about time uniformity.

In the interest of conserving the subcommittee's time, there are also attached to my statement explanatory materials which will further describe the committee's operations. More specifically, these attachments include a CTU brochure entitled, "Join Project Timesaver! It's Time To End Clock Confusion!" They also include pertinent excerpts from the remarks of Robert E. Redding, vice president and general counsel of the Transportation Association of America and executive director of the Committee for Time Uniformity, presented at the 33d annual meeting of the National Association of Motor Bus Owners on October 25, 1962. I hope that the chairman will permit these attachments to be included in the record of these hearings.

Mr. LONG. Without objection it is so ordered.

Mr. RAMSPECK. Thank you, Mr. Chairman. Mr. Redding is sitting here at my right.

At the conclusion of my testimony, Mr. Redding would like to present for the record a written statement by the Transportation Association of America in support of greater time uniformity. He will then be followed by key witnesses from the vitally affected national interests cooperating with the Committee Time Uniformity, who will present their respective viewpoints on the problem and the ways by which they are adversely affected today. It is my further understanding that many other interested organizations will be submitting written statements in support of affirmative action to end clock confusion, and I hope that the record of the hearings will be kept open for a few days for the receipt of such letters.

I would now like briefly to summarize the prevailing conditions which not only warrant the committee's attention to the time problems of today but also justify some type of corrective action. Without exception, all citizens of the United States literally live by the clock, almost automatically as a matter of habit. From the time a child is taught how to read the face of a clock until he becomes a senior citizen his entire existence is regulated by time.

Whether it involves going to a movie, watching a favorite television show, maintaining appointments in the office, or shopping for Christmas presents, we all live by the clock. Books have been written about the technicalities of time observance throughout the world and beyond to the universe.

Most of us, however, conduct our day-to-day affairs with family, friends, and business associates merely by a glance at our timepiece countless times each day. I would venture the guess that the time bills under consideration by your committee are probably some of the few bills in the Congress which directly affect every American citizen.

The history of time observance in this country is summarized in Mr. Redding's remarks, attached to my statement, which I will not repeat. It was the railroad industry which adopted its own sys-

tem of timekeeping 81 years ago, followed ultimately by the enactment of the Standard Time Act of 1918, currently administered by the Interstate Commerce Commission. During World War I and World War II the Congress adopted nationwide daylight saving time to enhance the war efforts. During the intervening peacetime periods, however, the observance of daylight saving time has been left to the States and local communities, resulting in a veritable patchwork of conflicting and confusing time practices.

The extreme contrasts in time regulation are exasperating. The cesium atomic clock has been developed with an accuracy equivalent to the loss or gain on only 1 second in 3,000 years. Also the United States and England now utilize radio transmission via the Telstar satellite to synchronize clocks within 10 millionths of a second.

On the other hand, the common everyday time observances by the general public in our own country are so confusing that it is little wonder that the United States is described by Dr. William Markowitz, the leading time scientist at the U.S. Naval Observatory, as the "worst timekeeper in the world."

Undoubtedly, Chairman Goff of the Interstate Commerce Commission (ICC) will explain to your subcommittee the present scope of the Standard Time Act of 1918, as well as its claimed omissions and deficiencies. It appears that this Federal law, which established our commonly known standard time zones, is regarded as applying principally to Federal functions and interstate commerce. Its applicability to State and local activities, but without penalty provisions for lack of conformity with time zone boundary lines, has led to considerable confusion in many areas, and, indeed deliberate noncompliance in some instances.

The confusing situation which currently prevails in the State of Indiana, for example, has resulted from the limited scope of this Federal law. There is no official State time in Indiana. The boundary line between the eastern standard time and central standard time zones splits the State in a north-south direction, with slightly more than half of 100 counties located west of this line. Some 17 Indiana counties and portions of 5 others observe central standard time during the fall and winter months. The balance of the counties also west of the line—32 in number—observe central daylight time, or "informal eastern standard time," on a year-round basis.

Late in 1962, St. Joseph's County, in which South Bend, Ind., is located, joined the latter group. This action was taken, however, after bus schedules and timetables had been printed on the assumption that central standard time prevailed. As a consequence many football fans chartering bus service to the Notre Dame football games arrived 1 hour after the games began.

In another instance, the boundary line between mountain standard and central standard time cuts the State of South Dakota into two equal halves. The State legislature in 1963 considered legislation to place the entire State on central standard time notwithstanding the zonal boundary line approved by the ICC.

It came as a considerable surprise to us in 1962 that no governmental agency anywhere maintains any accurate information about the time practices observed throughout the Nation. The U.S. Naval Observatory receives more inquiries on this subject than any other agency but it has never compiled or maintained such data.

Accordingly, the Transportation Association of America conducted a 1962 survey collecting such information from all States in the continental United States. The CTU conducted a 1963 survey, the results of which are reflected in our brochure "Join Project Time-saver."

A 1964 survey of State time practices has also just been completed. The results of the 1964 survey thus far are shown on the three maps also attached to my statement. One of these maps shows the States which currently observe daylight saving time, both on a statewide and a nonstatewide basis, while the other map reflects the disparity of switchover dates. The second map reflects the dates on which daylight saving time States shift to daylight saving time. The third map shows the dates on which such States return from daylight saving to standard time in the fall. These maps are in turn accompanied by a tabulated written summary of such information.

These materials reflect the fact that daylight saving time will be observed this year in 31 of the 50 States in the Union.

I might interpolate here, Mr. Chairman, that the reason a previous witness said 29 was because we did not have the information of the other two States at the time that information was given to the Congressman.

Those States not observing daylight saving time are located in the Midcentral and Southeastern sectors of the United States. We find that some 100 million Americans are on daylight saving time, while some 85 million other citizens are not.

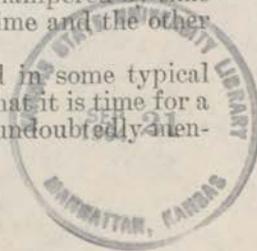
We also find that one of the most perplexing causes of clock confusion is the widespread variation among States and communities as to the dates on which they begin and end daylight saving time. The problem of beginning daylight saving time on different dates has been considerably reduced by CTU and other efforts, with 20 of the 31 States switching from standard to daylight time on the last Sunday in April. Fifteen of the thirty one States return to standard time on the last Sunday in October. The remaining States use a wide variety of switchover dates to and from daylight saving time.

Another analysis attached to my statement shows the checkerboard pattern of daylight saving time in cities with populations in excess of 100,000 people. Of 130 such cities, 6 of every 13 stay on standard time while the other 7 cities shift to daylight saving time in 1964.

The large map and Mr. Redding has the map here, prepared to supplement my statement dramatically displays these differences in time observance among large metropolitan areas, even though many of them are located within the same standard time zone.

Further proof of the clock juggling in our Nation today is shown by the analysis of time practices in 220 key cities in the United States, also attached to my statement. These cities, including State capitals and other thriving centers, are all dependent on a good network of transport and communications facilities. The efficiency of present interchanges of people and information are unduly hampered by time differences, with half of them on daylight saving time and the other half not.

I think the subcommittee will also be interested in some typical examples of clock juggling which lead us to believe that it is time for a change in our time changes. Other witnesses will undoubtedly mention similar instances.



Perhaps you have already heard of the almost unbelievable example involving bus service in 1962 over the 35-mile highway distance between Steubenville, Ohio, and Moundsville, W. Va. If the busdriver and passengers maintained correct local time at all stops en route they would have been forced to adjust their watches seven different times an average of once every 5 miles.

I would like to interpolate here that that has been modified by passage of a State law in West Virginia.

In Pennsylvania, State law requires that official business be conducted on eastern standard time. Yet, this year all Pennsylvania communities except Yatesville (population 472) will be observing daylight saving time during the spring and summer months.

Another example of clock confusion exists just across the Potomac River in Virginia. As a result of State legislative action, on the first Saturday in April the same time was observed in the State capital of Richmond, in the metropolitan area comprising Alexandria and the counties of Fairfax and Arlington, and in the city of Bristol on the Virginia-Tennessee border.

On the last Sunday in April the metropolitan areas adjacent to Washington, D.C., moved the clocks forward 1 hour. On the Sunday following Memorial Day 1 month later, Richmond caught up with Alexandria but was then 1 hour faster than Bristol. In less than 3 months, Richmond will, on the Sunday after Labor Day, rejoin Bristol but will then be 1 hour behind Alexandria. On October 26, Alexandria will lose an hour and rejoin the rest of the State until the cycle begins all over again next spring.

In Alabama, State laws speak only of "standard railroad central time" and for the first time the State had daylight saving time in operation in 1964—for 1 week only in one city. In Delaware, no State law applies, with daylight saving time being a matter of local option as is the case in 12 of the other States observing daylight saving time. Major Delaware communities set the pattern county by county, but this is done only by custom and could change at any time.

In Maine, daylight saving time prevails yet the business hours of stores dispensing alcoholic beverages are maintained on eastern standard time, as required by State liquor laws. The same is true in Iowa and in those Ohio counties on daylight saving time this summer.

In Minnesota, daylight saving time is observed generally between the last Sunday in May and Labor Day. State law, however, authorized municipalities along the State borders to conform their time practices to those being observed across the State line. This year several cities violated State law and city ordinances by placing daylight saving time in effect for longer periods.

In New Jersey, State law requires all public conveyances to conform their timetables to both eastern standard time and eastern daylight time simultaneously—in other words, two expensive sets of timetables for all carriers.

In Idaho, the observance of daylight saving time varies from door to door in northern municipalities as the merchants and tavern operators conduct business hours at the most advantageous times to attract the Washington State trade.

We also know that in many communities and on college campuses, including the University of Minnesota, official clocks are maintained

on central standard time while business is conducted and college classes operate on daylight saving time.

More dramatic proof of the time scramble is located just a few blocks from this hearing room. On this very day, the huge wall clock in Union Station remains on eastern standard time while the timepieces maintained throughout the rest of the city, including those at the Interstate Commerce Commission, responsible for regulating time boundaries, observe eastern daylight time.

Another example will demonstrate to the subcommittee that time confusion does not confine itself just to east-west variations across the country. It also affects travelers going north-south between Chicago and Milwaukee and then beyond to and from Minneapolis-St. Paul. More specifically, Chicago will observe central daylight time this year from the last Sunday in April to the last Sunday in October. Minneapolis-St. Paul will observe daylight saving time from the fourth Sunday in May to the Tuesday after Labor Day. Milwaukee will be on daylight saving time between the last Sunday in April and the last Sunday in September.

Thus, these cities will experience time shifts and schedule changes occurring five times in 6 months. This is confusing to the traveling public. It is also expensive to the common carriers in maintaining correct timetables and schedules.

It is also significant to point out that clock confusion also exists even in areas not observing any daylight saving time. For example, when 20 States shifted to daylight saving time on the last Sunday of April, there were 38 schedule changes of common carriers serving Tucson, Ariz.

Finally, I would point out to the subcommittee that its review of the time problem is coming not a moment too soon. Many States have considered or are now considering the establishment of new daylight saving time practices, including possible authorization on a year-round basis. Thus, the widespread time confusion of today could well be compounded by tomorrow.

I will now conclude my statement by stating the recommendations of the Committee for Time Uniformity, on behalf of its members. Our specific objectives are summarized in the Project Timesaver brochure attached to this statement. While we generally support greater time uniformity for all citizens, we take no position on whether daylight saving time should or should not be observed by any particular State or community.

What we do urge, however, is that such jurisdictions which do observe daylight saving time should, in the interest of national uniformity, begin and end daylight saving time on the last Sundays of April and October, respectively, of each year.

We also agreed last year to support the recommendation of 30 years' standing by the Interstate Commerce Commission that the Congress should reexamine the entire field of standard time to determine whether existing Federal legislation on the subject should be amended or repealed. We are highly pleased that Congress has taken prompt action to do so.

There are 10 time uniformity bills pending before your subcommittee, Mr. Chairman. We are appreciative of the interest taken in the subject by all Congressmen who have introduced these bills. We also

believe that the enactment into law of any of them would reduce the time confusion which now prevails.

It is the official position of this organization, however, that Congress should adopt the recommendations of the ICC which are embodied in both H.R. 4702 and H.R. 7891. This would mean that the future observance of both standard and daylight saving time would be assured at Federal, State, and local levels, including interstate commerce.

In the event, however, that you would not choose to require such mandatory observance by State and local interests we then would urge you to approve H.R. 11483, which is identical to the bill (S. 1033) unanimously reported last year by the Senate Commerce Committee. Otherwise, we would urge you to approve of any of the other pending bills which you feel would best achieve nationwide time uniformity.

Finally, we believe that the examples we have presented, as well as the additional information to be presented by other witnesses in these hearings, constitute compelling proof of the immediate need for corrective action. It is our belief that such action will serve the national and public interest including our national security, and even contribute to an expanding gross national product.

Thank you for the privilege of appearing before your subcommittee to discuss Project Timesaver. Mr. Redding will now offer the TAA statement of position, and we will then both be glad to answer any questions.

Mr. LONG. It is from my understanding, Mr. Ramspeck, that Mr. Redding has agreed to let Mr. Roeper testify before he does, so I think that we might, if it is agreeable with you, see if any members of the committee have any questions of you at this time, if that would be acceptable.

Mr. RAMSPECK. That will be fine.

Mr. LONG. Before we do that, I am not sure that you have incorporated into the record all of the exhibits that you had attached to your statement. I have looked through them and I think this is a very comprehensive document and I think it might be well to attach and make a part of the record all of the exhibits that you had attached to your statement, if that would be in keeping with your thinking.

Mr. RAMSPECK. We would like very much to have that done, Mr. Chairman.

Mr. LONG. Does any member of the committee have any objection? It will be so ordered.

(Attachments referred to follow:)

PROJECT TIMESAVER: A PLAN TO END THE "CLOCK JUGGLING" WHICH
CONFUSES AND COSTS THE NATION

Prepared by the Transportation Association of America

Today the Nation suffers from an economic drain and confusion caused by widespread, costly, and frustrating "clock juggling."

Efforts to eliminate this long-standing hindrance in our daily lives are long overdue. It is to correct this condition that Project Timesaver is dedicated. First, the problem.

What is clock juggling?

Over the years, there have been widespread variations in standard and daylight saving time across the country, complicated by frequent time zone boundary disputes, differing standard-daylight changeover dates, and an assortment of local community options. These factors have combined to create bewildering uncertainty and confusion in the minds of the traveling and shipping public.

They have also complicated the operating and scheduling problems of the transport industry at untold cost. This time scramble adversely affects communications, industrial, financial, and other interests as well.

A typical sample of this confusion appeared in the April 28, 1962, edition of the Washington Post, as follows:

"Tide tables issued by the Coast and Geodetic Survey during this season are given in daylight saving time, the Survey said yesterday. The table published in yesterday's edition of this newspaper mistakenly indicated the tides were shown in standard time."

And sympathize with the confused driver and passengers on the Greyhound bus which operates over the 35-mile highway distance between Steubenville, Ohio, and Moundsville, W. Va.—it passes through bus stops with seven different time changes.

In a broader vein, it has been said wisely that "Time and tide wait for no man." The poignant tragedy is that considerable time—which can never be regained—is being wasted and lost daily as a result of this problem.

How widespread is the use of daylight saving time?

Of the 50 States in the Union, 28 States and the District of Columbia will be observing daylight saving time during 1963, according to the latest information available. Sixteen of these twenty-eight States will observe it on a statewide basis. The other 12 will observe daylight saving time in differing areas, ranging from a single city to practically statewide. The map shown below depicts the States which are affected and the time zones in which they are located:



Will those States observing daylight saving time make their time changes on the same dates?

No. Thirteen of the States will follow daylight saving time from the end of April to the end of October. The remainder will begin or terminate daylight saving time in other months. The patchwork nature of these practices is reflected on the map shown below:

A 1962 survey of more than 20 railroads identified the following areas of general confusion and difficulty attributable to lack of uniform time:

- General confusion in passenger timetables.
- Difficulty in scheduling passenger trains to accommodate origin, intermediate and destination requirements.
- Extra expense of printing timetables.
- Difficulty in handling mail to meet Post Office Department requirements.
- Necessity for rescheduling freight trains to meet market delivery times on perishables and livestock, and to maintain adequate interline service.
- Work of operating employees on standard time while nonoperating employees work on daylight saving time, resulting in confusion and inconvenience.
- Revision of switching crew schedules to meet requirements of local industry.
- Confusion, particularly for train and enginemen, for employees who follow standard time at work while using daylight saving time at home.
- Reduced communication time between widely separated stations on the same railroad.

Are the airlines also concerned?

Yes, the airlines are seriously concerned with the confusion, the passenger inconvenience, and the additional expense, caused by variations in daylight saving time observance in different areas of the country.

An airport usually serves a large geographical area which may even extend across State boundaries. These service areas frequently include both daylight and standard time zones. This causes confusion to many passengers; some of whom might arrive at the airport an hour early for their flight or, even worse, arrive an hour late and miss their flight. This frustration also extends to families and friends of departing or arriving passengers.

A missed flight is of serious and expensive concern to both the passenger and the airline. For the airline, a missed passenger today may well become a non-airline passenger of tomorrow.

During certain times of the year, the nonuniformity in dates for daylight time observance results in as much as a 4-hour time change on a coast-to-coast flight, one hour beyond the normal 3-hour change. This extra hour which the transcontinental passenger experiences in these circumstances makes his physical adjustment to the new time zone that much more difficult. Anyone who has ever had to adjust to a 4-hour time change on a 5-hour flight will understand this problem.

A very definite and measurable expense to the airline is the required reprinting and redistribution of system timetables with each time change at some individual point on the system. If cutoff dates for daylight saving time were uniform in all areas, schedule reissuance based on time changes would take place only twice each year. This would result in a substantial cost saving to the airline industry.

In the spring of 1962, when Washington, D.C., was on daylight saving time while Norfolk, Va., remained on standard time, the official flight schedules were reminiscent of Alice-in-Wonderland. A passenger flying from Washington to Norfolk arrived 5 minutes before he left—according to juggled clocks. On the other hand, flying from Norfolk back to Washington consumed 1 hour and 55 minutes—again according to juggled clocks.

Would less clock juggling help other interests?

It's about time to streamline the hourglass for everyone.

For example:

Oregon and Oregon State Universities continue their campus clocks during the summer on standard time, yet their classes begin an hour earlier on daylight saving time.

During a 2-month period in 1959, some offices in the Minnesota State Capitol Building observed daylight saving time while others used standard time.

For husbands who work on daylight saving time and wives who run the home on standard time, Thomas Wolfe in the Washington Post suggested "His" and "Her" clocks so that both will have the "time of their lives."

The west coast States of Oregon and Washington in 1962 shifted back to standard time on the fourth Sunday in September, while most of the rest of the country stayed on daylight saving time until the last Sunday in October. This 1-month period of a 4-hour time lag meant that the business day on the west coast in these States was only half over when the east coast offices closed their doors.

In Pennsylvania, State law requires that official business be conducted on eastern standard time. Yet in 1962 more than 600 Pennsylvania communities observed daylight saving time from April 29 to October 28. What needless confusion.

What can be done at State and local levels?

Much has already been done. For example, the voters of California in June 1962 voted overwhelmingly to bring the State into conformity with most other States on the switch-over from daylight saving time to standard time, i.e., from the last Sunday in September to the last Sunday in October. Nevada and Vermont followed suit by proclamation of their respective Governors.

Many other States with conflicting time change dates should review the matter. Uniform State laws on the subject may be the answer.

Does the Federal Government now regulate time in any way?

Yes. The Congress enacted the Standard Time Act in 1918, the first Federal legislation on this subject (15 U.S.C. secs. 261-265). This happened 35 years after the Nation's expanding railroads standardized their time schedules by creating four time zones across the Nation, each 1 hour apart. The 1918 act followed the same pattern, setting up eastern, central, mountain and Pacific standard time zones. The Interstate Commerce Commission was assigned the responsibility for resolving any disputes about time zone boundaries and still has it today.

Why was the ICC assigned this responsibility?

The purpose of the 1918 legislation was to remove existing confusion primarily for the beneficial interest of interstate commerce. The act directed that zonal boundaries be fixed "having regard for the convenience of commerce and existing junction points and division points" of interstate common carriers. Thus, the ICC was considered to be the most logical agency for this assignment.

Has the ICC developed any recommendations on the subject?

Yes. For the past 30 years the ICC has complained to the Congress about the inadequate scope of the Standard Time Act. Its recommendations are summarized in its most recent annual report as follows:

"We recommend that Congress amend the Standard Time Act so as to broaden its scope by providing that the time of the zone shall be the exclusive measure of time for all purposes, with possible exceptions either specifically provided or authorized by the administering agency, and by adding more definite standards, requirements for observance, penalties for violation, and provisions for administration and enforcement. In any event, we further recommend that there be a thorough survey for the purpose of determining whether this Commission is the most appropriate agency to fix the limits of the zones or to administer the provisions of any future law relating to standard time."

* * * * *

"We recommend that Congress amend the Standard Time Act for the reasons set forth in the 'Standard Time Zones' chapter in this report, and if Congress does not see fit to so amend the statute, that we be relieved of the responsibility for its administration."

How does the Civil Aeronautics Board feel about it?

Chairman Alan S. Boyd expresses the following views on the subject:

"The Transportation Association of America has certainly undertaken a worthwhile project in working for greater uniformity of time changes on a nationwide basis. There is no doubt that it would be helpful to the air transportation industry if this were accomplished."

Does the Department of Commerce have an interest?

Yes. Under Secretary of Commerce for Transportation Clarence D. Martin, Jr., observes as follows:

"The lack of uniformity among the different modes of transportation, with the railroads operating on standard time and the buses and airlines on local time, is confusing to the public at large. However, the lack of greater uniformity in the field of time also directly affects every sector of our economy and probably have some adverse effects on the gross national product."

Has there been any organized effort to streamline the hourglass?

Yes. The bus industry in April 1961 solicited the help of other modes of transportation through the Transportation Association of America. A few months later TAA approved a policy in support of time uniformity, backed by all common carrier modes—air transport, freight forwarder, highway, oil pipeline, railroad, and water carriers—in its membership.

During 1962 a large number of Government agencies—Federal, State, and local—and national industry organizations were contacted to ascertain their interest in a vast cooperative effort to solve the time problem. In August a "uniform time conference" was convened in Washington under TAA sponsorship, which was attended by representatives of 24 Government and 30 industry groups. The conference was advised by the Nation's top scientific authorities in this field that the United States keeps the most confusing time of any country in the world.

At this conference it was decided, unanimously, to form an ad hoc Committee for Time Uniformity to "foster and promote, by coordinating the efforts of interested groups, uniformity of time observance at national, State, and local levels."

What interests are working together on the problem?

Government departments and groups include:

Department of Agriculture	Advisory Commission on Intergovernmental Relations
Civil Aeronautics Board	American Municipal Association
Department of Commerce	Council of State Governments
Federal Aviation Agency	National Association of County Officials
General Services Administration	American Association of Motor Vehicle Administrators
Naval Observatory	Conference of Mayors
Bureau of the Budget	International Association of Chiefs of Police
Coast and Geodetic Survey	National Association of State Aviation Officials
Department of Defense	
Federal Communications Commission	
Interstate Commerce Commission	
Post Office Department	
Weather Bureau	

Industry organizations interested in Project Timesaver include:

Air Transport Association.	American Farm Bureau Federation.
American Bankers Association.	American Society of Travel Agents.
American Short Line Railroad Association.	American Trucking Association.
American Telephone & Telegraph Co.	American Waterways Operators.
Association of Local Transport Airlines.	Association of American Railroads.
Investment Bankers Association.	Association of Stock Exchange Firms.
National Association of Manufacturers.	Automotive Safety Foundation.
National Association of Securities Dealers.	National Association of Broadcasters.
National Industrial Traffic League.	National Association of Motor Bus Owners.
National Grange.	National Association of Travel Organizations.
United States Chamber of Commerce.	Transportation Association of America.
American Automobile Association.	Western Union.

What has Congress done about the time problem since World War II?

Very little prior to 1963. Now, both the Senate Commerce and House Interstate and Foreign Commerce Committees may launch hearings into the time uniformity problem. S. 1033 and H.R. 4702 have been introduced by the respective chairmen of these committees to carry out ICC recommendations. Other bills have also been introduced.

What is the program of the Committee for Time Uniformity?

(a) *Education.*—Encourage necessary research on current practices and problems of time observance, and develop and distribute materials acquainting

the business world, governmental officials, and the general public with the need for uniformity in time.

(b) *Daylight saving time effective dates.*—By majority vote it was decided to urge all State and local jurisdictions observing daylight saving time to have it become effective on the last Sunday in April and terminate on the last Sunday in October of each year.

(c) *Review of existing Federal legislation.*—Support at the appropriate time the recommendations of the Interstate Commerce Commission that "Congress reexamine the entire field of standard time" to determine whether existing Federal legislation on the subject should be amended or repealed.

(d) *Cooperation with Government.*—Invite and urge the mutual cooperation between the Committee for Time Uniformity and Federal, State, and local government agencies in implementing the above three program activities.

(e) *Other corrective measures.*—Determine what additional remedial steps might be undertaken and supported to achieve time uniformity for all U.S. citizens.

It's time for a change in our time changes.

THE CALL TO ARMS FOR TIME UNIFORMITY

Excerpt from remarks of Robert E. Redding, vice president and general counsel of the Transportation Association of America, presented at the 33d annual meeting of the National Association of Motor Bus Owners, October 25, 1962

The history of this time problem is quite fascinating, yet known to very few people. Only 80 years ago there was no orderly system of keeping time in this country. All that we had was local time or "sun time," as it was called, which was based upon the concept of the sun passing from horizon to horizon. For example, there was a difference of 7 seconds between the Capitol dome in Washington and the Lincoln Memorial; and a difference in time of 30 seconds from one end of the San Francisco-Oakland Bridge to the other.

As the railroads in the 19th century continued to grow and develop, they were faced with this problem. So, they simply established their own individual time systems. This time network became so complex and difficult, however, that in the city of Pittsburgh, for example, there were six different time standards governing the arrival and departure of trains. Pity the confused passengers and the shippers, as well as the employees of these companies. So, for many years in the latter half of that century, the railroads wrestled to find a solution.

Finally, in November of 1883, a system of four standardized time zones was established in the United States by the railroad industry. This was quickly and gratefully accepted by the American people and observed by the Federal Government, States, cities, and towns throughout the Nation. It is little short of amazing that for 35 years thereafter this system operated without any Federal legislation on the subject.

It was only in the closing months of World War I that the Congress finally enacted the Standard Time Act. This statute placed the official stamp of approval, ladies and gentlemen, on the four time zone systems already in use—the eastern, central, mountain, and Pacific zones. The new law also empowered and directed the Interstate Commerce Commission to define the boundaries of these zones and to resolve all boundary disputes thereafter.

The Standard Time Act also gave official sanction to another time-measuring device which had since plagued us for many years—daylight saving time. It was then approved as a wartime method of conserving fuel and increasing our national efficiency. This notion was originally conceived, we understand, by Benjamin Franklin in the 18th century when he served as U.S. Ambassador to France. It was reported that he awakened early one morning in Paris and noticed the sun shining brightly outside. He asked himself, "Why are we not taking advantage of all of this daylight?" He even made an analysis of the number of candles that could be saved by the people of Paris, if they changed their time habits. The Parisians ignored Franklin, however, and so nothing was done about it. Daylight saving time was also unpopular with the American people in 1918; it was only a year later that the Congress repealed the legislation establishing daylight saving time, overriding the veto of President Wilson. So it was that our bouncing baby was given a premature death as a Federal matter.

This so-called hydra-headed monster continued to grow, however, at State and local levels during the 1920's and 1930's into a complex hodgepodge of time schedules. It later took World War II to breathe new life at the Federal level

into daylight saving time. It was in February of 1942 that the Congress by law advanced the whole country 1 hour without disturbing the four time zones. This time the baby managed to survive for almost 4 years, until after the cessation of hostilities. Since then, State and local governments alike have gone off in all directions in their use of daylight saving time during the summer months.

Time confusion in U.S. cities of at least 100,000 population

City and State	Stand-ard time	Day-light saving time	City and State	Stand-ard time	Day-light saving time
1. New York, N.Y.		X	66. Worcester, Mass.		X
2. Chicago, Ill.		X	67. Austin, Tex.	X	
3. Los Angeles, Calif.		X	68. Spokane, Wash.		X
4. Philadelphia, Pa.		X	69. St. Petersburg, Fla.	X	
5. Detroit, Mich.	X		70. Gary, Ind.		X
6. Baltimore, Md.		X	71. Grand Rapids, Mich.	X	
7. Houston, Tex.	X		72. Springfield, Mass.		X
8. Cleveland, Ohio		X	73. Nashville, Tenn.	X	
9. Washington, D.C.		X	74. Corpus Christi, Tex.	X	
10. St. Louis, Mo.		X	75. Youngtown, Ohio.		X
11. Milwaukee, Wis.		X	76. Shreveport, La.	X	
12. San Francisco, Calif.		X	77. Hartford, Conn.		X
13. Boston, Mass.		X	78. Fort Wayne, Ind.	X	
14. Dallas, Tex.	X		79. Bridgeport, Conn.		X
15. New Orleans, La.	X		80. Baton Rouge, La.	X	
16. Pittsburgh, Pa.		X	81. New Haven, Conn.		X
17. San Antonio, Tex.	X		82. Savannah, Ga.	X	
18. San Diego, Calif.		X	83. Tacoma, Wash.		X
19. Seattle, Wash.		X	84. Jackson, Miss.	X	
20. Buffalo, N.Y.		X	85. Paterson, N.J.		X
21. Cincinnati, Ohio	X		86. Evansville, Ind.		X
22. Memphis, Tenn.	X		87. Erie, Pa.		X
23. Denver, Colo.	X		88. Amarillo, Tex.	X	
24. Atlanta, Ga.	X		89. Montgomery, Ala.	X	
25. Minneapolis, Minn.		X	90. Fresno, Calif.		X
26. Indianapolis, Ind.	X		91. South Bend, Ind.		X
27. Kansas City, Mo.	X		92. Chattanooga, Tenn.	X	
28. Columbus, Ohio.	X		93. Albany, N.Y.		X
29. Phoenix, Ariz.	X		94. Lubbock, Tex.	X	
30. Newark, N.J.		X	95. Lincoln, Nebr.	X	
31. Louisville, Ky.	X		96. Madison, Wis.		X
32. Portland, Oreg.		X	97. Rockford, Ill.		X
33. Oakland, Calif.		X	98. Kansas City, Kans.		X
34. Fort Worth, Tex.	X		99. Greensboro, N.C.	X	
35. Long Beach, Calif.		X	100. Topeka, Kans.	X	
36. Birmingham, Ala.	X		101. Glendale, Calif.		X
37. Oklahoma City, Okla.	X		102. Beaumont, Tex.	X	
38. Rochester, N.Y.		X	103. Camden, N.J.		X
39. Toledo, Ohio	X		104. Columbus, Ga.	X	
40. St. Paul, Minn.		X	105. Pasadena, Calif.		X
41. Norfolk, Va.		X	106. Portsmouth, Va.		X
42. Omaha, Nebr.	X		107. Trenton, N.J.		X
43. Honolulu, Hawaii.	X		108. Newport News, Va.		X
44. Miami, Fla.	X		109. Canton, Ohio.		X
45. Akron, Ohio.		X	110. Dearborn, Mich.	X	
46. El Paso, Tex. ¹		X	111. Knoxville, Tenn.	X	
47. Jersey City, N.J.		X	112. Hammond, Ind.		X
48. Tampa, Fla.	X		113. Scranton, Pa.		X
49. Dayton, Ohio.	X		114. Berkeley, Calif.		X
50. Tulsa, Okla.	X		115. Winston-Salem, N.C.	X	
51. Wichita, Kans.	X		116. Allentown, Pa.		X
52. Richmond, Va.		X	117. Little Rock, Ark.	X	
53. Syracuse, N.Y.		X	118. Lansing, Mich.	X	
54. Tucson, Ariz.	X		119. Cambridge, Mass.		X
55. Des Moines, Iowa.		X	120. Elizabeth, N.J.		X
56. Providence, R.I.		X	121. Waterbury, Conn.		X
57. San Jose, Calif.		X	122. Duluth, Minn.		X
58. Mobile, Ala.	X		123. Anaheim, Calif.		X
59. Charlotte, N.C.	X		124. Peoria, Ill.		X
60. Albuquerque, N. Mex.	X		125. New Bedford, Mass.		X
61. Jacksonville, Fla.	X		126. Niagara Falls, N.Y.		X
62. Flint, Mich.	X		127. Wichita Falls, Tex.	X	
63. Sacramento, Calif.		X	128. Torrance, Calif.		X
64. Yonkers, N.Y.		X	129. Utica, N.Y.		X
65. Salt Lake City, Utah	X		130. Santa Ana, Calif.		X

¹ El Paso is in the central standard time zone but observes mountain standard time.

Source: Bureau of the Census, based on 1960 population data.

1964 time observance in 220 important cities in the United States

State and city	Federal zone	Federal time	Local time		
			Winter	Daylight-saving time	Summer
ALABAMA					
Birmingham.....	Central.....	6:00	6:00	No.....	6:00
Mobile.....	do.....	6:00	6:00	No.....	6:00
*Montgomery.....	do.....	6:00	6:00	No.....	6:00
ALASKA					
Anchorage.....	Alaska.....	2:00	2:00	No.....	2:00
Fairbanks.....	do.....	2:00	2:00	No.....	2:00
*Juneau.....	do.....	2:00	4:00	No.....	4:00
Ketchikan.....	do.....	2:00	4:00	No.....	4:00
Nome.....	do.....	2:00	1:00	No.....	1:00
Yakutat.....	do.....	2:00	3:00	No.....	3:00
ARIZONA					
*Phoenix.....	Mountain.....	5:00	5:00	No.....	5:00
Tucson.....	do.....	5:00	5:00	No.....	5:00
ARKANSAS					
Fort Smith.....	Central.....	6:00	6:00	No.....	6:00
*Little Rock.....	do.....	6:00	6:00	No.....	6:00
CALIFORNIA					
Anaheim.....	Pacific.....	4:00	4:00	Yes.....	5:00
Berkeley.....	do.....	4:00	4:00	Yes.....	5:00
East Los Angeles.....	do.....	4:00	4:00	Yes.....	5:00
Fresno.....	do.....	4:00	4:00	Yes.....	5:00
Glendale.....	do.....	4:00	4:00	Yes.....	5:00
Long Beach.....	do.....	4:00	4:00	Yes.....	5:00
Los Angeles.....	do.....	4:00	4:00	Yes.....	5:00
Oakland.....	do.....	4:00	4:00	Yes.....	5:00
Pasadena.....	do.....	4:00	4:00	Yes.....	5:00
*Sacramento.....	do.....	4:00	4:00	Yes.....	5:00
San Diego.....	do.....	4:00	4:00	Yes.....	5:00
San Francisco.....	do.....	4:00	4:00	Yes.....	5:00
San Jose.....	do.....	4:00	4:00	Yes.....	5:00
Santa Ana.....	do.....	4:00	4:00	Yes.....	5:00
Torrance.....	do.....	4:00	4:00	Yes.....	5:00
COLORADO					
Colorado Springs.....	Mountain.....	5:00	5:00	No.....	5:00
*Denver.....	do.....	5:00	5:00	No.....	5:00
Pueblo.....	do.....	5:00	5:00	No.....	5:00
CONNECTICUT					
Bridgeport.....	Eastern.....	7:00	7:00	Yes.....	8:00
*Hartford.....	do.....	7:00	7:00	Yes.....	8:00
New Haven.....	do.....	7:00	7:00	Yes.....	8:00
Waterbury.....	do.....	7:00	7:00	Yes.....	8:00
DELAWARE					
*Dover.....	do.....	7:00	7:00	Yes.....	8:00
Wilmington.....	do.....	7:00	7:00	Yes.....	8:00
DISTRICT OF COLUMBIA					
Washington.....	do.....	7:00	7:00	Yes.....	8:00
FLORIDA					
Jacksonville.....	do.....	7:00	7:00	No.....	7:00
Miami.....	do.....	7:00	7:00	No.....	7:00
Pensacola.....	Central.....	6:00	6:00	No.....	6:00
St. Petersburg.....	Eastern.....	7:00	7:00	No.....	7:00
*Tallahassee.....	do.....	7:00	7:00	No.....	7:00
Tampa.....	do.....	7:00	7:00	No.....	7:00
GEORGIA					
*Atlanta.....	do.....	7:00	7:00	No.....	7:00
Columbus.....	do.....	7:00	7:00	No.....	7:00
Macon.....	do.....	7:00	7:00	No.....	7:00
Savannah.....	do.....	7:00	7:00	No.....	7:00

See footnotes at end of table, p. 62.

1964 time observance in 220 important cities in the United States—Continued

State and city	Federal zone	Federal time	Local time		
			Winter	Daylight-saving time	Summer
HAWAII					
*Honolulu.....	Hawaii.....	2:00	2:00	No.....	2:00
IDAHO					
*Boise.....	Mountain.....	5:00	5:00	No.....	5:00
Coeur d'Alene.....	Pacific.....	4:00	4:00	Yes.....	5:00
Idaho Falls.....	Mountain.....	5:00	5:00	No.....	5:00
Lewiston.....	Pacific.....	4:00	4:00	Yes.....	5:00
Moscow.....	do.....	4:00	4:00	Yes.....	5:00
Sandpoint.....	do.....	4:00	4:00	No.....	4:00
Wallace.....	do.....	4:00	5:00	No.....	5:00
ILLINOIS					
Chicago.....	Central.....	6:00	6:00	Yes.....	7:00
Peoria.....	do.....	6:00	6:00	Yes.....	7:00
Rockford.....	do.....	6:00	6:00	Yes.....	7:00
*Springfield.....	do.....	6:00	6:00	Yes.....	7:00
INDIANA					
Evansville.....	do.....	6:00	6:00	Yes.....	7:00
Fort Wayne.....	Eastern.....	7:00	7:00	No.....	7:00
Gary.....	Central.....	6:00	6:00	Yes.....	7:00
Hammond.....	do.....	6:00	6:00	Yes.....	7:00
*Indianapolis.....	Eastern.....	7:00	7:00	No.....	7:00
Lafayette.....	Central.....	6:00	6:00	Yes.....	7:00
South Bend.....	do.....	6:00	7:00	Yes.....	8:00
Terre Haute.....	do.....	6:00	6:00	Yes.....	7:00
IOWA					
Cedar Rapids.....	do.....	6:00	6:00	Yes.....	7:00
Davenport.....	do.....	6:00	6:00	Yes.....	7:00
*Des Moines.....	do.....	6:00	6:00	Yes.....	7:00
Sioux City.....	do.....	6:00	6:00	Yes.....	7:00
Waterloo.....	do.....	6:00	6:00	Yes.....	7:00
KANSAS					
Garden City.....	Mountain.....	5:00	6:00	No.....	6:00
Goodland.....	do.....	5:00	5:00	No.....	5:00
Kansas City.....	Central.....	6:00	6:00	No.....	6:00
*Topeka.....	do.....	6:00	6:00	No.....	6:00
Wichita.....	do.....	6:00	6:00	No.....	6:00
KENTUCKY					
*Frankfort.....	Eastern.....	7:00	7:00	No.....	7:00
Lexington.....	do.....	7:00	7:00	No.....	7:00
Louisville.....	do.....	7:00	7:00	No.....	7:00
Owensboro.....	Central.....	6:00	6:00	Yes.....	7:00
Paducah.....	do.....	6:00	6:00	No.....	6:00
LOUISIANA					
*Baton Rouge.....	do.....	6:00	6:00	No.....	6:00
New Orleans.....	do.....	6:00	6:00	No.....	6:00
Shreveport.....	do.....	6:00	6:00	No.....	6:00
MAINE					
*Augusta.....	Eastern.....	7:00	7:00	Yes.....	8:00
Lewiston.....	do.....	7:00	7:00	Yes.....	8:00
Portland.....	do.....	7:00	7:00	Yes.....	8:00
MARYLAND					
*Annapolis.....	do.....	7:00	7:00	Yes.....	8:00
Baltimore.....	do.....	7:00	7:00	Yes.....	8:00
Hagerstown.....	do.....	7:00	7:00	Yes.....	8:00
Salisbury.....	do.....	7:00	7:00	Yes.....	8:00

See footnotes at end of table, p. 62.

1964 time observance in 220 important cities in the United States—Continued

State and city	Federal zone	Federal time	Local time		
			Winter	Daylight-saving time	Summer
MASSACHUSETTS					
*Boston	Eastern	7:00	7:00	Yes	8:00
Cambridge	do	7:00	7:00	Yes	8:00
New Bedford	do	7:00	7:00	Yes	8:00
Springfield	do	7:00	7:00	Yes	8:00
Worcester	do	7:00	7:00	Yes	8:00
MICHIGAN					
Dearborn	do	7:00	7:00	No	7:00
Detroit	do	7:00	7:00	No	7:00
Flint	do	7:00	7:00	No	7:00
Grand Rapids	do	7:00	7:00	No	7:00
Iron Mountain	Central	6:00	6:00	Yes	7:00
Ironwood	do	6:00	6:00	Yes	7:00
*Lansing	Eastern	7:00	7:00	No	7:00
Marquette	Central	6:00	6:00	No	6:00
Sault Ste. Marie	do	6:00	7:00	No	7:00
MINNESOTA					
Duluth	do	6:00	6:00	Yes	7:00
Minneapolis	do	6:00	6:00	Yes	7:00
*St. Paul	do	6:00	6:00	Yes	7:00
MISSISSIPPI					
*Jackson	do	6:00	6:00	No	6:00
Meridian	do	6:00	6:00	No	6:00
MISSOURI					
*Jefferson City	do	6:00	6:00	No	6:00
Kansas City	do	6:00	6:00	No	6:00
St. Louis	do	6:00	6:00	Yes	7:00
MONTANA					
Anaconda	Mountain	5:00	5:00	Yes	6:00
Billings	do	5:00	5:00	No	5:00
Butte	do	5:00	5:00	Yes	6:00
Great Falls	do	5:00	5:00	No	5:00
*Helena	do	5:00	5:00	No	5:00
Missoula	do	5:00	5:00	No	5:00
NEBRASKA					
*Lincoln	Central	6:00	6:00	No	6:00
Omaha	do	6:00	6:00	No	6:00
Scottsbluff	Mountain	5:00	5:00	No	5:00
NEVADA					
*Carson City	Pacific	4:00	4:00	Yes	5:00
Reno	do	4:00	4:00	Yes	5:00
Las Vegas	do	4:00	4:00	Yes	5:00
NEW HAMPSHIRE					
*Concord	Eastern	7:00	7:00	Yes	8:00
Manchester	do	7:00	7:00	Yes	8:00
NEW JERSEY					
Camden	do	7:00	7:00	Yes	8:00
Elizabeth	do	7:00	7:00	Yes	8:00
Jersey City	do	7:00	7:00	Yes	8:00
Newark	do	7:00	7:00	Yes	8:00
Paterson	do	7:00	7:00	Yes	8:00
*Trenton	do	7:00	7:00	Yes	8:00
NEW MEXICO					
Albuquerque	Mountain	5:00	5:00	No	5:00
Los Alamos	do	5:00	5:00	Yes	6:00
*Santa Fe	do	5:00	5:00	No	5:00

See footnotes at end of table, p. 62.

1964 time observance in 220 important cities in the United States—Continued

State and city	Federal zone	Federal time	Local time		
			Winter	Daylight-saving time	Summer
NEW YORK					
* Albany	Eastern	7:00	7:00	Yes	8:00
Buffalo	do	7:00	7:00	Yes	8:00
New York	do	7:00	7:00	Yes	8:00
Niagara Falls	do	7:00	7:00	Yes	8:00
Rochester	do	7:00	7:00	Yes	8:00
Syracuse	do	7:00	7:00	Yes	8:00
Utica	do	7:00	7:00	Yes	8:00
Yonkers	do	7:00	7:00	Yes	8:00
NORTH CAROLINA					
Charlotte	do	7:00	7:00	No	7:00
Greensboro	do	7:00	7:00	No	7:00
* Raleigh	do	7:00	7:00	No	7:00
Winston-Salem	do	7:00	7:00	No	7:00
NORTH DAKOTA					
* Bismarck	Central	6:00	6:00	No	6:00
Dickinson	do	6:00	5:00	No	5:00
Fargo	do	6:00	6:00	No	6:00
Hettinger	Mountain	5:00	5:00	No	5:00
OHIO					
Akron	Eastern	7:00	7:00	Yes	8:00
Canton	do	7:00	7:00	Yes	8:00
Cincinnati	do	7:00	7:00	No	7:00
Cleveland	do	7:00	7:00	Yes	8:00
* Columbus	do	7:00	7:00	No	7:00
Dayton	do	7:00	7:00	No	7:00
Toledo	do	7:00	7:00	No	7:00
Youngstown	do	7:00	7:00	Yes	8:00
OKLAHOMA					
* Oklahoma City	Central	6:00	6:00	No	6:00
Tulsa	do	6:00	6:00	No	6:00
OREGON					
Eugene	Pacific	4:00	4:00	Yes	5:00
Portland	do	4:00	4:00	Yes	5:00
* Salem	do	4:00	4:00	Yes	5:00
PENNSYLVANIA					
Allentown	Eastern	7:00	7:00	Yes	8:00
Erie	do	7:00	7:00	Yes	8:00
* Harrisburg	do	7:00	7:00	Yes	8:00
Philadelphia	do	7:00	7:00	Yes	8:00
Pittsburgh	do	7:00	7:00	Yes	8:00
Scranton	do	7:00	7:00	Yes	8:00
RHODE ISLAND					
Pawtucket	do	7:00	7:00	Yes	8:00
* Providence	do	7:00	7:00	Yes	8:00
SOUTH CAROLINA					
Charleston	do	7:00	7:00	No	7:00
* Columbia	do	7:00	7:00	No	7:00
SOUTH DAKOTA					
* Pierre	Central	6:00	6:00	No	6:00
Rapid City	Mountain	5:00	5:00	No	5:00
Sioux Falls	Central	6:00	6:00	No	6:00
TENNESSEE					
Chattanooga	Eastern	7:00	7:00	No	7:00
Knoxville	do	7:00	7:00	No	7:00
Memphis	Central	6:00	6:00	No	6:00
* Nashville	do	6:00	6:00	No	6:00

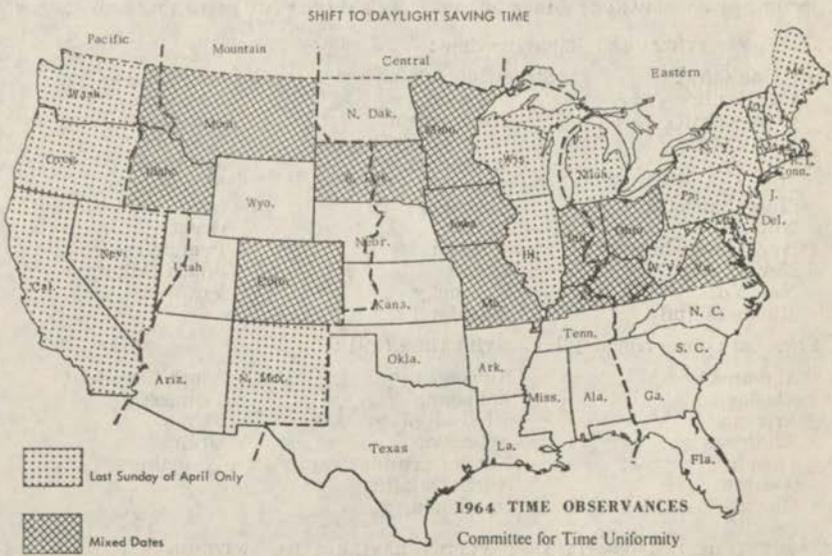
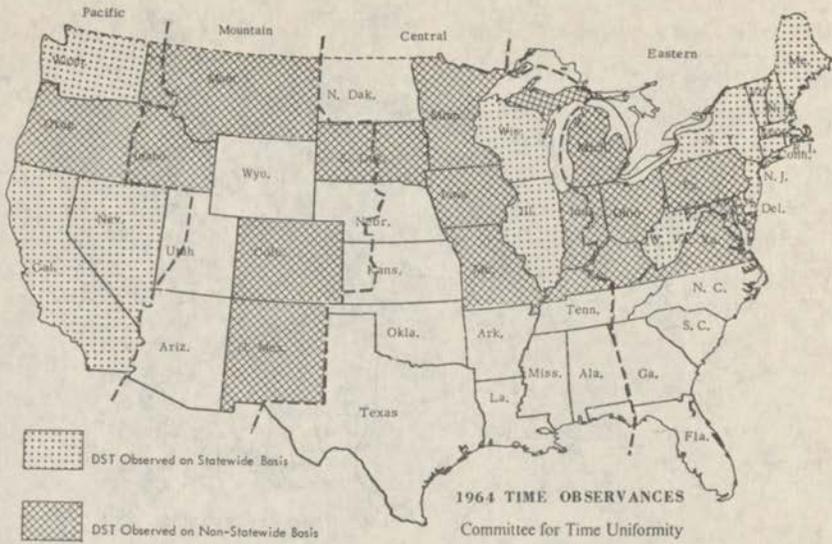
See footnotes at end of table, p. 62.

1964 time observance in 220 important cities in the United States—Continued

State and city	Federal zone	Federal time	Local time		
			Winter	Daylight-saving time	Summer
TEXAS					
Amarillo.....	Central.....	6:00	6:00	No.....	6:00
*Austin.....	do.....	6:00	6:00	No.....	6:00
Beaumont.....	do.....	6:00	6:00	No.....	6:00
*Corpus Christi.....	do.....	6:00	6:00	No.....	6:00
Dallas.....	do.....	6:00	6:00	No.....	6:00
El Paso.....	do.....	6:00	5:00	No.....	6:00
Fort Worth.....	do.....	6:00	6:00	No.....	6:00
Houston.....	do.....	6:00	6:00	No.....	6:00
Lubbock.....	do.....	6:00	6:00	No.....	6:00
San Antonio.....	do.....	6:00	6:00	No.....	6:00
Wichita Falls.....	do.....	6:00	6:00	No.....	6:00
UTAH					
Ogden.....	Mountain.....	5:00	5:00	No.....	5:00
*Salt Lake City.....	do.....	5:00	5:00	No.....	5:00
Tooele.....	do.....	5:00	5:00	No.....	5:00
Wendover.....	Pacific.....	4:00	4:00	No.....	4:00
VERMONT					
Burlington.....	Eastern.....	7:00	7:00	Yes.....	8:00
*Montpelier.....	do.....	7:00	7:00	Yes.....	8:00
VIRGINIA					
Arlington.....	do.....	7:00	7:00	Yes.....	8:00
Bristol.....	do.....	7:00	7:00	No.....	7:00
Newport News.....	do.....	7:00	7:00	Yes.....	8:00
Norfolk.....	do.....	7:00	7:00	Yes.....	8:00
Portsmouth.....	do.....	7:00	7:00	Yes.....	8:00
*Richmond.....	do.....	7:00	7:00	Yes.....	8:00
WASHINGTON					
*Olympia.....	Pacific.....	4:00	4:00	Yes.....	5:00
Seattle.....	do.....	4:00	4:00	Yes.....	5:00
Spokane.....	do.....	4:00	4:00	Yes.....	5:00
Tacoma.....	do.....	4:00	4:00	Yes.....	5:00
WEST VIRGINIA					
*Charleston.....	Eastern.....	7:00	7:00	Yes.....	8:00
Huntington.....	do.....	7:00	7:00	Yes.....	8:00
Parkersburg.....	do.....	7:00	7:00	Yes.....	8:00
Wheeling.....	do.....	7:00	7:00	Yes.....	8:00
WISCONSIN					
*Madison.....	Central.....	6:00	6:00	Yes.....	7:00
Milwaukee.....	do.....	6:00	6:00	Yes.....	7:00
Racine.....	do.....	6:00	6:00	Yes.....	7:00
WYOMING					
Caspar.....	Mountain.....	5:00	5:00	No.....	5:00
*Cheyenne.....	do.....	5:00	5:00	No.....	5:00

EXPLANATORY COMMENTS

1. The times indicated in the column "Federal time" are all a.m. equivalent to 12 noon Greenwich mean time.
2. The cities marked by asterisks (*) are capital cities.
3. Even though El Paso, Tex., and Dickinson, N. Dak., are located in the central standard time zone, they both observe mountain standard time.
4. The District of Columbia in a Federal district, the local law which authorizes the District Commissioners to establish daylight saving for the District is also a Federal law, enacted by Congress and approved by the President.



SHIFT BACK TO STANDARD TIME



COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.

I. EXTENT OF OBSERVANCE IN 1964 OF DAYLIGHT SAVING TIME IN THE UNITED STATES ¹

States observing daylight saving time :

Statewide (15) :

California
 Connecticut
 Delaware
 Illinois
 Maine
 Massachusetts
 Nevada
 New Hampshire
 New Jersey
 New York
 Rhode Island

Statewide—Con.

Vermont
 Washington
 West Virginia
 Wisconsin

Not statewide (16) :

Colorado
 Idaho
 Indiana
 Iowa
 Kentucky
 Maryland

Not statewide—Con.

Michigan
 Minnesota
 Missouri
 Montana
 New Mexico
 Ohio
 Oregon
 Pennsylvania
 South Dakota
 Virginia

States not observing daylight saving time (19) :

Alabama
 Alaska
 Arizona
 Arkansas
 Florida
 Georgia
 Hawaii

Kansas
 Louisiana
 Mississippi
 Nebraska
 North Carolina
 North Dakota
 Oklahoma

South Carolina
 Tennessee
 Texas
 Utah
 Wyoming

II. EXTENT OF UNIFORMITY IN DAYLIGHT SAVING TIME SWITCHOVER DATES—1964

A. Switch from standard to daylight saving time

1. Of the 15 States observing daylight saving time on a statewide basis, all 15 States switched to DST on the last Sunday in April.

¹ These data have been derived from 1964 reports received from State officials and other sources.

2. Of the 16 States observing daylight saving time on a nonstatewide basis, all except the following 11 States switched to daylight saving time the last Sunday in April:

State	Area	Daylight saving time began
Colorado	Aspen	May 2, 1964.
Idaho	Communities north of Salmon River	Varying dates.
Indiana	32 counties	Year-round.
Iowa	Local option communities	Varying dates.
Kentucky	Madisonville, Owensboro, Calhoun, and Henderson	Do.
Minnesota	All except border municipalities	4th Sunday in May.
Missouri	Some 50 communities, including St. Louis	Varying dates.
Montana	Anaconda, Butte, Bozeman, Belgrade, and Livingston	Memorial Day.
Ohio	25 counties	Varying dates.
South Dakota	Jefferson, Vermillion, and Yankton	Do.
Virginia	Portions of Virginia other than Bristol and 10th Election District (adjacent to Washington, D.C.) and 8 counties in southwestern Virginia.	Memorial Day.

B. Switch from daylight saving to standard time

1. Of the 15 States observing daylight saving time on a statewide basis, all except West Virginia and Wisconsin will return to standard time on the last Sunday in October. West Virginia and Wisconsin will switch instead on the last Sunday of September.

2. Of the 16 States observing daylight saving time on a nonstatewide basis, 5 of them (Colorado, Minnesota, Montana, New Mexico, and South Dakota) will return to standard time in September. All of these States except Minnesota, however, observe daylight saving time in very limited areas.

Nine other States (Idaho, Indiana, Iowa, Kentucky, Michigan, Missouri, Ohio, Pennsylvania, and Virginia) will return to standard time on varying dates ranging from August to October with some Indiana communities even observing daylight saving time on a year-round basis.

Only in Maryland and Oregon will standard time be resumed on the last Sunday of October.

C. States observing both the April-October switchboard dates²

1. Fifteen of the thirty-two States observe the switchover dates of the last Sundays in April and October, as follows:

California	Maryland	New York
Connecticut	Massachusetts	Oregon
Delaware	Nevada	Rhode Island
Illinois	New Hampshire	Vermont
Maine	New Jersey	Washington

Mr. LONG. Mr. Van Deerlin, do you have any question of Mr. Ramspeck?

Mr. VAN DEERLIN. No questions.

Mr. LONG. Mr. Glenn?

Mr. GLENN. I have no questions, Mr. Chairman, but as an ex-Member of Congress we appreciate your coming here and giving us the benefit of your knowledge and experience in this great field.

Mr. RAMSPECK. Thank you.

Mr. LONG. Mr. Curtin?

Mr. CURTIN. No questions.

Mr. LONG. Thank you very kindly, Mr. Ramspeck. Your statement was very comprehensive.

Mr. RAMSPECK. Thank you, Mr. Chairman.

Mr. LONG. Mr. P. M. Roeper, vice president, transportation and maintenance, Pennsylvania Railroad, appearing for the Association of American Railroads. Come around, Mr. Roeper, if you would, please. Proceed in your own way.

²The District of Columbia also observes daylight saving time from the last Sunday in April to the last Sunday in October.

STATEMENT OF P. M. ROEPER, VICE PRESIDENT, TRANSPORTATION AND MAINTENANCE, PENNSYLVANIA RAILROAD, APPEARING FOR THE ASSOCIATION OF AMERICAN RAILROADS, WASHINGTON, D.C.

Mr. ROEPER. First, I want to thank you for taking me ahead of your scheduled witness and also thank Mr. Redding for offering me this time.

Mr. Chairman, I am Park M. Roeper, vice president, transportation and maintenance, of the Pennsylvania Railroad Co. at Philadelphia, Pa., appearing as a witness for the Association of American Railroads in support of a uniform time within standard time zones. I have been employed by the Pennsylvania Railroad for 36 years, 22 of which have been spent as a transportation officer, serving in various capacities as superintendent, general manager, and now as vice president of transportation and maintenance.

In my present position I am responsible for passenger and freight train operations and the development and recommendation of company policies which will provide transportation that is economical and will meet the requirements of the public and our patrons. I am appearing in behalf of the Association of American Railroads (representing 95 percent of the Nation's rail mileage), through action taken by its board of directors which has resolved the position of the railroad industry in favor of uniformity of time within standard time zones. This position is taken after gaining full cognizance of the confusion, inconvenience, and unwarranted expense brought about by the lack of uniformity in the observance of time and the effect of the Standard Time Act of 1918.

I have prepared and given the clerk a statement of my testimony in support of the industry's position and ask that it be made a part of this record, and rather than go into the detail I will just summarize my testimony.

Mr. LONG. I think that is wise, Mr. Roeper, and without objection your statement with the exhibits attached to it and made a part of it will be made a part of the record.

Mr. ROEPER. Thank you. I direct your particular attention to page 3, which is a reproduction of pages 16 and 17 of the "Official Guide of the Railways," listing cities and towns observing daylight saving time. These pages clearly serve as evidence of the lack of uniformity in the observance of time by communities, and it also shows the sketchy information that is available to the railroad clerk in the conduct of his business as to what time certain towns or cities are on because the information on those two pages is very general.

Examples also following the testimony illustrate the confusion and inconvenience experienced by the public as a result of daylight saving time and by the railroads who are required by law to operate on a standard-time basis. Following those examples in my testimony I then develop the cost of revising and issuing new schedules and employee working timetables as well as instructions, that cost around \$2 million or more a year. This expense could be avoided if everyone within a time zone would be required to observe the same time whether it be standard or daylight and if the change from one to the other were made simultaneously in all zones.

Beginning on page 7 of my testimony are comments by various other railroads. These are additional examples citing the difficulties experienced because of lack of time uniformity. They may be summarized as follows: General confusion in passenger train schedules; difficulty in scheduling passenger trains to accommodate origin, intermediate, and destination requirements; the extra expense in printing of schedules and timetables; the difficulty in handling mail to meet post office requirements; the rescheduling of freight trains; the use of two times in transacting business; switching through scheduling difficulties; and reduced communication time between offices on the same railroad. The position of the railroad industry is to urge and support action that will bring about the same standard of time within time zones of fixed boundaries.

If there is to be annual changeover from standard to daylight time there should be a common changeover date applicable to all time zones, or at least in the eastern, central, mountain, and Pacific zones. Furthermore, the change should be applicable to the entire zone and not merely a portion thereof. Of the bills before this committee those that would make the observance of standard time mandatory the year around for all purposes—that is, H.R. 2335 and 2532—would result in the maximum uniformity, and these bills would carry even greater economic benefit to the railroads than the \$2 million developed in my testimony. This would be brought about as a result of not having to pay certain employees 8 hours' pay for 7 hours' work at the spring changeover and then when the fall changeover comes to pay an hours' overtime so that we have the employee in the changeover period work such hours to catch up to the employee who is starting his new tour on standard time.

Mr. LONG. Excuse me, Mr. Roeper. As I understand it, what happens is that you pay them at both instances.

Mr. ROEPER. Yes, sir. In the first instance our employees are paid for an 8-hour day when they come to work. Now, on a position that is manned 24 hours a day, obviously in the spring changeover you can't have two people working on that one job; so, consequently, you are paying the one employee who gets to leave an hour earlier because there is no work for him to do, and in the fall then you have to keep the employee on duty an hour longer because at 6 o'clock in the morning it is really 7 o'clock for his starting time, so it amounts to an hour's penalty pay in the morning. We lose on both ends of that deal.

While not as economically beneficial to the railroads, either H.R. 6284 or H.R. 11407 would receive the support of this industry since they eliminate most of the objectionable factors presented in this testimony.

The only thing those two bills do not eliminate is that hour lost at both changeover periods. The main difficulty with H.R. 4702, the bill which I understand is recommended by the Interstate Commerce Commission, is that it would, in effect, involve the changing of time zone boundaries to achieve daylight saving time. This could continue to cost the railroad industry a substantial part of the \$2 million with which it is burdened.

However, one of the sound provisions of H.R. 4702 is that provision which would require the observance of Federal time standards by all persons. Notwithstanding the weak points of H.R. 4702, it is more

positive in its approach than is H.R. 11483, which would not impose Federal time standards at State and local levels, but would hope that these would become acceptable through voluntary persuasion. H.R. 11206 and H.R. 11310 merely eliminate the segment of confusion that exists through the various effective periods of daylight saving time and corrects only a minor facet of the current problem. Also, they do not include any enforcement provisions, which would seem to be essential if they are to have any effect.

The bill reported by the Senate committee, which is identical with H.R. 11483, includes in section 10(b) a specific provision to permit exceptions from standard time in any zone for the use of air navigation, air traffic control, and railroad operations having regard to the convenience of commerce and the junction points and the division points of common carriers engaged in interstate and foreign commerce. This reflects the existing law and any comprehensive bill such as H.R. 4702 or any other bill should contain such a provision.

That concludes the presentation of my testimony.

(The information referred to follows:)

STATEMENT OF PARK M. ROEPER, VICE PRESIDENT, TRANSPORTATION AND
MAINTENANCE, PENNSYLVANIA RAILROAD

My name is Park M. Roeper. I am vice president, transportation and maintenance, of the Pennsylvania Railroad with headquarters at Philadelphia, Pa. I am appearing as a witness for the Association of American Railroads (AAR) representing the railroad industry in support of uniform time within standard time zones. That association is a voluntary association of railroad companies operating over 95 percent of the total railroad mileage and having operating revenues of approximately 98 percent of the total railroad operating revenues of all railroads in the United States.

I have been employed by the Pennsylvania Railroad for 36 years, the last 22 years of which have been in various transportation supervisory capacities including those of division superintendent at Sunbury, Pa., Fort Wayne, Ind., Altoona, Pa., and New York, N.Y. I also served as regional manager at New York. In those capacities my responsibilities included the management of both passenger and freight operations, including ticket sales, operation of reservation and information bureaus, as well as the general supervision of train operations. From 1957 to 1959, I was general manager of transportation, responsible for both passenger and freight operations over the entire Pennsylvania system, and since 1959 I have been vice president, transportation and maintenance, responsible for system activities in the area of transportation, maintenance of equipment, maintenance of way and property protection, and to develop and recommend company policies designed to provide the most economic transportation service which will meet the requirements of patrons.

The past 22 years have brought me in close contact with all details of railroad operations and have afforded close association with passengers, freight shippers, and others with whom we have business.

While the Standard Time Act of March 11, 1918, requires railroads engaged in interstate commerce to operate on standard time at all times, action taken by various communities to adopt other than standard time (particularly those who adopt daylight saving time) compels the railroads to adjust their schedules and methods of operation to accommodate local or "peoples" time. This lack of uniformity creates confusion and causes inconvenience to those patrons of the railroad industry. Furthermore, the railroad industry must undergo great expense to adjust its operations each time those communities change their time.

The Board of Directors of the Association of American Railroads, by action taken on March 1, 1963, resolved the railroad industry's position—favoring uniformity of time within standard time zones—after taking full cognizance of the confusion that is brought about by communities within the present standard time zones adopting, during certain periods of the year, variations

in time standards either through the medium of daylight saving time or through noncompliance with the time of their specific standard time zone.

The absence of a uniform time law applicable to everyone within a prescribed zone results in confusion and inconvenience, which is best illustrated by that which is being experienced today. The following page of this testimony is a reproduction of pages 16 and 17 of the June 1964 issue, Official Guide of the Railways of the United States, which lists cities and towns observing daylight saving time. The lack of uniformity is quite evident, not only with regard to cities within specific time zones, but also with regard to the variance in the effective period. To follow the time in Iowa, Missouri, and Ohio requires some sort of a time expert. I sympathize with the railroad officers scheduling trains and trying to conduct a business in these States, as well as those whose territory takes them into Minnesota, Montana, New Mexico, Virginia, West Virginia, and Wisconsin. All of these States terminate daylight saving time at other than the generally set date of October 25.

Confusing as it may be to simply arrive at whether a community is on eastern standard time, eastern daylight time, central standard time, or central daylight time, the dilemma does not end here. In those communities adopting daylight saving time we experience the confusion of two times—standard time (commonly referred to as railroad time, since it applies mainly to railroads) and daylight or city time. Thus, in the daily conduct of business it becomes necessary to either quote these two times, or risk the confusion of a misunderstanding by quoting only one. For example, if a patron inquires as to the arrival of a given service and is advised to expect it at 10 a.m., he will undoubtedly become irritated when at 10:30 a.m. daylight time the quoted arrival is not forthcoming, not recognizing that 10:30 a.m. daylight time is only 9:30 a.m. standard time (railroad time).

Criticism is often directed toward the railroads for being old fashioned and antiquated in their operations, because they continue (as required by law) to operate on slow time, whereas other businesses are conducted on fast, or daylight saving time.

Difficult as it is to conduct freight operations without uniform time, the problem becomes even more confusing for the passenger who knows (and thinks) in terms of prevailing, or "peoples" time, and to the passenger to whom the term "standard time" means only that it is either 1 hour behind, or ahead, of daylight saving time.

Beginning in 1958 the Pennsylvania Railroad adopted a policy of showing time observed by communities in its public schedules. While this has materially reduced the possibility of confusion, it has not brought a solution to inter-line schedules. For example, the April 26 issue of Pennsylvania Railroad passenger schedules show Southern-Pennsylvania Railroad train No. 48-148 arriving Trenton, N.J., at 2 p.m. daylight saving time, whereas the Southern Railroad passenger train schedule shows the train arriving Trenton, N.J., at 1 p.m. The only guide as to the applicable time in the Southern schedule is a small "ET" easily overlooked on the top line of the schedule. All too often someone will meet the train at Trenton, after having obtained the time from the Southern schedule, only to find they have 1 more hour to wait.

Not only do the changes that result from the lack of uniformity during the change of time periods confuse the public, they present considerable problems in adjusting connections of trains operating from the South to the North as the southern trains continue to operate on standard time and the northern trains go to daylight saving time since the territory north of Washington is on daylight saving time. In some cases through connections are missed entirely. For example, the Silver Meteor arriving at Washington at 6 a.m. and the East Coast Champion arriving at 6:10 a.m. make connection to the Pittsburgh and Buffalo trains, Nos. 571-25, departing at 7 a.m., but miss it during the summer when No. 571-25 leaves at 6 a.m. eastern standard time (or 7 a.m. daylight saving time).

At the St. Louis gateway, the eastbound trains Nos. 4 and 30 are scheduled on standard time year round because the southwestern railroads so operate, with the result that both of these trains arrive at New York 1 hour later than should be the case during the summer months.

While the Pennsylvania Railroad endeavors to print its timetables to reflect people's time, nevertheless action taken by individual communities frequently upsets these good intentions. For example, Plymouth, Ind., is in the central time belt. That community after the schedules were set up last fall continued

LIST OF CITIES AND TOWNS OBSERVING "DAYLIGHT SAVING" TIME

CANADA

As listed below from April 26 to October 25, except as noted.

BRITISH COLUMBIA—Entire Province—From April 26 to October 25.

MANITOBA—Entire Province—From April 26 to September 13.

NEWFOUNDLAND—Entire Province—From April 26 to October 25.

PRINCE EDWARD ISLAND—Entire Province—From April 26 to October 25.

Amherst, N.S.	Danville, Que.	Kentville, N.S.	Niagara-on-the-Lake, Ont.	Renfrew, Ont.	Sudbury, Ont.
Arnprior, Ont.	Dartmouth, N.S.	Kenora, Ont.	Niagara Falls, Ont.	Repentigny, Que.	Sussex, N.B.
Arvida, Que.	Digby, N.S.	Kincardine, Ont.	North Bay, Ont.	Richmond, Que.	Sydney, N.S.
Asbestos, Que.	Dolbeau, Que.	Kingston, Ont.		Richmond Hill, Ont.	
Aurora, Ont.	East Angus, Que.	Kirkland Lake, Ont.		Rimouski, Que.	
	Etobicoke, Ont.	Kitchener, Ont.			Thetford Mines, Que.
Bathurst, N.B.			Oakville, Ont.		Thorold, Ont.
(April 27 to October 26)	Farnham, Que.	Lachute, Que.	Orangeville, Ont.	Sackville, N.B.	Tillsonburg, Ont.
Beausville, Ont.	Fergus, Ont.	La Tuque, Que.	Orillia, Ont.	St. Andrews, N.B.	Timmins, Ont.
Bellefleur, Ont.	Fort Erie, Ont.	Lakefield, Ont.	Oshawa, Ont.	St. Catharines, Ont.	Toronto, Ont.
Bosmanville, Ont.	Fredericton, N.B.	Leaside, Ont.	Ottawa, Ont.	St. Hyacinthe, Que.	Trenton, Ont.
Brampton, Ont.	Galt, Ont.	Lennoxville, Que.	Owen Sound, Ont.	St. Jean, Que.	Trois Rivières, Que.
Brantford, Ont.	Goderich, Ont.	Levis, Que.		St. Jerome, Que.	Truro, N.S.
Brookville, Ont.	Granby, Que.	Lindsay, Ont.	Paris, Ont.	St. John, N.B.	Valleyfield, Que.
Burlington, Ont.	Grimby, Ont.	Liverpool, N.S.	Penbrooke, Ont.	St. John's, N.B.	Victoriaville, Que.
	Guelph, Ont.	London, Ont.	Penetanguishene, Ont.	St. Marys, Que.	
Campbellford, Ont.		Markham, Ont.	Peterborough, Ont.	St. Thomas, Ont.	Waterloo, Ont.
Campbellton, N.B.	Hallifax, N.S.	Midland, Ont.	Pictou, N.S.	Sault Ste. Marie, Ont.	Welland, Ont.
(May 17 to October 11)	Hamilton, Ont.	Moncton, N.B.	Port Colborne, Ont.	Shawinigo, Que.	Whitby, Ont.
Chatham, Ont.	Hawkesbury, Ont.	Mont Joli, Que.	Port Hope, Ont.	Sherbrooke, Que.	Windsor, N.S.
Conticook, Que.	Hull, Que.	Montreal, Que.	Prescott, Ont.	Smiths Falls, Ont.	Woodbridge, Ont.
Coburg, Ont.	Huntsville, Ont.		Quebec, Que.	Stratford, Ont.	Woodstock, Ont.
Corwall, Ont.	Ingersoll, Ont.	Napanee, Ont.		Streechville, Ont.	Yarmouth, N.S.
Cowansville, Que.	Joliette, Que.	New Castle, N.B.			
	Jonquiere, Que.	New Liskeard, Ont.			

CALIFORNIA

"Daylight Saving" time observed from April 26 to October 25.

CONNECTICUT

"Daylight Saving" time observed from April 26 to October 25.

DELAWARE

"Daylight Saving" time observed from April 26 to October 25.

DISTRICT OF COLUMBIA

Washington from April 26 to October 25.

ILLINOIS

"Daylight Saving" time observed from April 26 to October 25.

INDIANA

"Daylight Saving" time generally observed throughout the state from April 26 to October 25.

IOWA

"Daylight Saving" time is generally observed in Eastern Iowa from April 26 to various termination dates in August, September and October, some localities will start "Daylight Saving" time in May, some in June. Some cities and towns in Central and Western Iowa will also observe "Daylight Saving" time. It is expected that the State will adopt "Daylight Saving" time on a statutory basis in the near future; further details will appear in succeeding issues of the OFFICIAL GUIDE.

MAINE

"Daylight Saving" time observed from April 26 to October 25.

MARYLAND

"Daylight Saving" time observed from April 26 to October 25.

MASSACHUSETTS

"Daylight Saving" time observed from April 26 to October 25.

MICHIGAN

Dickinson County April 26 to October 25. Ironwood April 26 to September 27.

List of Cities and Towns Observing "DAYLIGHT SAVING" Time—Continued

MINNESOTA

"Daylight Saving" time observed from May 24 to September 8.

MISSOURI

As listed below from April 26 to October 25, except as noted.

Annada (to Sept. 6)	Ewing (May 1 to August 31)	Kahoka (May 17 to September 1)	Louisiana (to Sept. 28)	Peruque	South River (to Sept. 18)
Ashburn (to Sept. 28)	Festus Foristell	LaBelle (May 17 to September 1)	Monroe City (to Sept. 6)	Reading (to Sept. 28)	Truesdale
Canton (to August 29)	Gilmore	LaGrange (to Sept. 27)	Moscow (to Sept. 27)	St. Charles St. Clair	Warrenton Wayland (May 15 to September 1)
Clarksville (to Sept. 6)	Hannibal (to Sept. 13)	Lewis town (to Sept. 27)	O'Fallon Old Monroe Orchard Farm	St. Louis sub- urbs and County of St. Louis.	Wentzville West Alton Winnfield
Crystal City	Hawk Point (to October 31)	Lewistown (May 18 to September 1)	Pacific Palmyra (to Sept. 13)	St. Peters Siveron (to Sept. 13)	Wright City
DeSoto	Hunnewell (to Sept. 8)				
Ellsberry					
Ethlyn					

MONTANA

Anaconda, Bozeman, Butte and Livingston May 30 to September 8.

NEVADA

"Daylight Saving" time observed from April 26 to October 25.

NEW HAMPSHIRE

"Daylight Saving" time observed from April 26 to October 25.

NEW JERSEY

"Daylight Saving" time observed from April 26 to October 25.

NEW MEXICO

Los Alamos County from April 26 to September 27.

NEW YORK

"Daylight Saving" time observed from April 26 to October 25.

OHIO

As listed below from April 26 to October 25, except as noted. In addition to the points listed below all Cities and Towns on the Erie Lackawanna R. R. will observe "Daylight Saving" time, except cities, Ashland, Galion, Kenton, Lima, Mansfield, Marion and Ohio City. All Cities and Towns on the Pennsylvania R. R. are on "Daylight Saving" time with the exception of Ada, Bucyrus, Cincinnati, Columbus, Coshocton, Crestline, Dayton, Dennison, Hamilton, Lima, Mansfield, Newark, Newcomerstown, Norwood, Trinway, Upper Sandusky, Van Wert and Xenia.

Alliance	Cleveland	Lakewood	Orrville	Salem	Willoughby
Ashtabula	Conesaut	Lorsin	Painesville	Scioto (to Sept. 27)	Wooster
Dedford	East Palestine	Macedonia	Ravenna	Steuenville	
Canton	Hudson	Massillon	Rocky River	Vermillion	Youngstown

OREGON

"Daylight Saving" time observed from April 26 to October 25.

PENNSYLVANIA

"Daylight Saving" time is generally observed throughout the state from April 26 to October 25.

RHODE ISLAND

"Daylight Saving" time observed from April 26 to October 25.

VERMONT

"Daylight Saving" time observed from April 26 to October 25.

VIRGINIA

Arlington and Fairfax Counties and the Cities of Alexandria and Falls Church observe "Daylight Saving" time from April 26 to October 25.

The remainder of the State of Virginia with the exception of Lee, Wise, Dickenson, Buchanan, Scott, Russell, Smyth and Washington Counties and the Cities of Bristol and Norton observe "Daylight Saving" time beginning on the first Sunday after Memorial Day and ending the Sunday next preceding Labor Day.

WASHINGTON

"Daylight Saving" time observed from April 26 to October 25.

WEST VIRGINIA

"Daylight Saving" time observed from April 26 to September 27.

WISCONSIN

"Daylight Saving" time observed from April 26 to September 27.

to operate on daylight saving time. As a matter of fact, I am not sure whether they consider themselves on daylight saving time or on eastern standard time—it all depends on to whom you are talking. A similar situation exists at Winamac and Logansport, where these two communities operate on eastern standard time year round despite the fact that they are both in the central time belt.

Another problem affecting the Pennsylvania Railroad and other railroads is the frequent change from one time belt to another. For example, on our trains between Chicago and Louisville, they operate out of Chicago in the winter on central standard time until they get to Winamac, then Winamac to Logansport are on eastern standard time, Frankfort just south of Logansport is on central standard time and Indianapolis is on eastern standard time, the next two stops, Columbus and Seymour, are on central standard time, and Jeffersonville and Louisville are on eastern standard time. The lack of uniformity results in the train leaving Indianapolis at 1:42 p.m., arriving at Columbus at 1:30 p.m., arriving at Seymour at 1:50 p.m., then it would appear to take 2 hours and 10 minutes to go the next 50 miles to Louisville.

The widespread use of daylight saving time and the requirement that railroads operate on standard time, requires the complete revision of schedule pages in employee timetables twice each year. On the eastern region of the Pennsylvania Railroad this requires the revising of 202 schedule pages of the employees timetable and numerous other revisions on 200 additional pages where time is specified in general operating rules. For the revisions necessary account daylight saving time effective April 26, 1964, the printing bill alone was \$33,784, while labor, in the preparation of the changes, cost \$15,000. These costs, together with distribution expenses, approximate \$50,000. There are two other regions on the Pennsylvania that will issue similar employee timetables, and for all three regions the cost to the Pennsylvania approximates \$300,000 each year. With a uniform time law it would be necessary to revise these employee instructions only once a year, in lieu of twice a year as now required. This would mean a savings of \$150,000 per annum to the Pennsylvania Railroad.

In addition to the employee timetable, the Pennsylvania Railroad would save approximately \$60,000 annually in the printing and distribution of public schedules, now a necessity under the present law, and as a result of lack of uniform application by everyone within the various time zones.

The adoption of a uniform time law (maintaining fixed boundaries) will save the Pennsylvania a far greater amount than the \$210,000 quoted above, since considerable expense is involved in efforts to resolve freight and passenger schedules, and in the dissemination of information using the two schedules referred to above. This could easily reach \$250,000 for the Pennsylvania Railroad and could exceed \$2 million for the entire railroad industry.

As a result of inquiries made on numerous other railroads, it develops they, too, have their problems.

For example, the Burlington Lines point out the following:

1. During the daylight saving period, while trains are operated on central standard time, dining cars generally on trains leaving Chicago start serving meals 1 hour earlier than normal or actually on daylight saving time. On trains crossing the time zone in western Nebraska the following morning, breakfast is served 1 hour earlier, or 5:30 a.m. mountain standard time, to avoid a 2-hour time extension between meals. On the California Zephyr operated through Colorado on mountain standard time and into California on Pacific daylight saving time, the meal periods are adjusted accordingly which results in considerable passenger confusion.

2. Generally, labor contracts specifying any given time for starting and ending a tour of duty do not indicate whether standard or daylight saving time is intended and during the daylight saving period the time prevailing locally is used. On transcontinental trains, such as the California Zephyr, some difficulty has been experienced where the train leaves Chicago where daylight saving time is in effect, then through Iowa, Nebraska, and Colorado where central standard time and mountain standard time are in effect and into California under Pacific daylight saving time. There have been a number of instances where claims for extra compensation have been presented.

The Milwaukee Road finds itself in a position wherein they have only 3 hours of a business day to do business between Chicago and Seattle and indicate that it would be highly desirable if all the time zones were changed on the same day and continue that way until the end of summer, then revert to standard time.

The Great Northern in 1961 experienced considerable confusion when three of four States served by them either had different starting dates or different terminating dates.

Problem common to all railroads is the complication that arises from the application of labor contracts that provide for the starting of a switch engine and certain personnel by standard hours or require the abolishment or reestablishment of positions when necessary to change the tour of duty to adjust for the change in people's time. Likewise, perhaps of less importance, is the inconvenience to railroad workers themselves in trying to live with their families on a daylight time basis and work on a standard time basis. Although, I guess most of us have become accustomed over a period of years to being able to make proper allowances for the time a specific activity calls for.

All in all, the picture is one of unnecessary confusion, extra expense and inconvenience to railroad patrons much of which could very easily be taken care of by the establishment of a uniform time applicable to all within the same time zone.

Early in 1962, a survey of problems arising because of the lack of uniform time was conducted of 22 principal class I railroads operating throughout the United States. The results of that survey are summarized in the attached "Statement of Difficulty Being Experienced by Railroads Because of Lack of Uniformity in Time." In short, it demonstrates that the confusion, expense, and inconvenience resulting from lack of time uniformity are general and widespread.

As pointed out to the committee earlier, the position of the railroad industry is to urge and support action which will bring about the same standard of time within time zones of fixed boundaries. If there is to be an annual changeover from standard to so-called daylight time, there should be a common changeover date applicable to all time zones, or at least to the eastern, central, mountain, and Pacific zones. Furthermore the change should be applicable to the entire zone and not merely a portion thereof.

Of the bills pending before this committee those that would make the observance of standard time mandatory the year around for all purposes [H.R. 2335 and H.R. 2532] would result in the maximum uniformity. These bills would carry even greater economic benefits to the railroads than the \$2 million specified earlier in this testimony, which would be brought about as a result of not having to pay certain employees 8 hours' pay for 7 hours' work when the spring changeover occurs and not have to incur an additional hour's work at overtime rates when the fall changeover takes place.

While not as economically beneficial to the railroads, either H.R. 6284 or H.R. 11407 would receive the support of this industry since they would eliminate some of the objectionable factors presented in this testimony.

The main difficulty with H.R. 4702 [the bill which I understand is recommended by the Interstate Commerce Commission] is that it would, in effect, involve the change of time zone boundaries to achieve daylight saving time. This would continue to cost the railroad industry a substantial part of \$2 million with which it is now burdened. One of the sound provisions of H.R. 4702, however, is that which requires the observance of Federal time standards by all persons.

Notwithstanding the weak points of H.R. 4702, it is more positive in its approach than is H.R. 11483, which would not impose Federal time standards at State and local levels, but would hope that these would voluntarily become acceptable through persuasion.

While H.R. bills 11206 and 11310 would be of some help they would merely eliminate that segment of the confusion that exists through the various effective periods of daylight saving time, and correct only a minor facet of the current problem. Also they do not include any enforcement provisions, which would seem to be essential if they are to have any effect.

STATEMENT OF DIFFICULTY BEING EXPERIENCED BY RAILROADS BECAUSE OF LACK OF UNIFORMITY IN TIME

(Based upon experiences on 22 selected railroads)

1. DINING CAR SERVICE

In many cases, the workday of the dining car crew is extended in order to take care of meal periods, resulting in increased dining car labor costs. As an example, passengers arriving Chicago from the west on central standard time travel-

ing east from Chicago on daylight time, might have their meal as much as 2 hours early unless the diner served later than normal to compensate for the time differential. Passengers from the east through Chicago would be served their meal as much as 2 hours late unless the diner was open for service earlier than normal.

2. PASSENGER TRAIN SCHEDULES

At a transfer point such as Chicago, with western railroads operating on standard time, eastern railroads adjust their schedules by delaying departure of their trains to the east in order to maintain through connections. This results in a later arrival at east coast cities resulting in an inconvenient arrival time for business purposes. Westbound schedules must be advanced 1 hour in the east to maintain connections to the west, resulting in an awkward departure time from east coast cities.

With the west coast observing daylight time and many intermediate points between Chicago-St. Louis observing standard time, the maintenance of normal schedules results in a late arrival and early departure at west coast points. Changes in schedules to compensate for the time change result, in some cases, in inconvenient departures from intermediate key cities.

The change to and from daylight time often results in the necessity for publishing a new timetable for each change in time, and this is multiplied when all areas do not observe daylight time during the same period. This results in increased expenses in publishing timetables for each change.

One railroad reported difficulty has been experienced in complying with requests of the Post Office Department on mail handling on trains operating both in standard and daylight time.

3. FREIGHT TRAIN OPERATIONS

Because of market practices, perishable freight must be delivered or placed for inspection by specific times. Perishables originating in standard time areas and terminating in daylight time areas must be handled from origin to destination in 1 hour less time than normal, or the closing time for billing and diversions and train departure time must be advanced 1 hour to compensate.

Livestock must also be handled to meet market requirements and the difficulties experienced on perishable traffic are also experienced in the handling of livestock.

Schedules on freight trains must be adjusted to meet local requirements. Difficulty arises when a train originates in a standard time area going into a daylight time area. The scheduling of the train 1 hour earlier is not always the answer as consideration must be given to requirements of local shippers at origin as well as intermediate points, and the departures must be coordinated with schedules from connections for through movements.

4. LABOR

Railroad employees, working on standard time, are not always able to participate in community activities if the community observes daylight time. Employees as well as labor organizations have requested working hours on the basis of community time rather than railroad time. Another complaint involves the confusion and possible error involved when employees live in a community observing one time and such employees must report to work on another time.

5. COMMUNICATIONS

Nearly all railroads reported confusion in communicating with distant on-line points. One railroad reported that during periods of daylight time, the communications between home office and the west end of its property were limited to 3 hours each day. Many other railroads advised of limits of 5 and 6 hours for communications between various sections of their property.

6. SUMMARY

Nearly all roads reported confusion and difficulty in one form or another because of the lack of uniform time. The following items of difficulty were reported:

- (a) General confusion in passenger timetables.
- (b) Lengthened dining car meal service at increased labor costs.

(c) Difficulty in scheduling passenger trains to accommodate origin, intermediate, and destination requirements.

(d) Extra expense of printing timetables.

(e) Difficulty in handling mail to meet post office requirements.

(f) Necessity for rescheduling freight trains to meet delivery times for market on perishables and livestock, also for interline service.

(g) Operating employees may work on standard time, nonoperating employees on daylight time, resulting in confusion and inconvenience.

(h) Revision of switching crew schedules to meet requirements of local industry.

(i) Confusion, particularly train and enginememen, involved in working on standard time and using daylight time at home.

(j) Reduced communication time between stations on the same property.

Mr. LONG. Thank you, Mr. Roeper. Mr. Van Deerlin?

Mr. VAN DEERLIN. No questions, Mr. Chairman.

Mr. LONG. Mr. Glenn?

Mr. GLENN. Mr. Roeper, I can see where this situation has certainly caused confusion and many difficulties to the railroads. Has it also led to any dangerous situations where the interest of life and property may have been involved?

Mr. ROEPER. It could develop into a dangerous condition due to a misunderstanding because half the time our people are talking standard time and they received all of their railroad instructions in standard time.

On the other hand as soon as they look away from the railroad documents or the railroad instructions they are thinking daylight saving time, and it would be very easy for a person or an individual, even though they are experienced railroaders, to get the two times mixed and this difference could have a serious effect on operations and the safety of operations, particularly in those railroads who operate their trains on the time basis rather than on a signal basis.

Mr. GLENN. Thank you very much. That is all, Mr. Chairman.

Mr. LONG. Mr. Curtin?

Mr. CURTIN. No questions.

Mr. LONG. Thank you very kindly, Mr. Roeper. It is a comprehensive statement and we are obligated to you for coming in and presenting your views and those of your association.

Mr. ROEPER. Thank you, Mr. Chairman.

Mr. LONG. Mr. Redding, we would like you back, sir. Proceed in your own order, please.

STATEMENT OF ROBERT E. REDDING, VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA, AND EXECUTIVE DIRECTOR AND SECRETARY, COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.; ACCOMPANIED BY THOMAS PYNE, RETIRED HEARING EXAMINER, INTERSTATE COMMERCE COMMISSION

Mr. REDDING. Thank you, Mr. Chairman. Mr. Chairman and members of the subcommittee, I will be very, very brief. First, I would like to identify myself as Robert E. Redding, vice president and general counsel of the Transportation Association of America, and as the executive director of the Committee for Time Uniformity. I have submitted to your clerk and would respectfully request inclusion in the record of a letter, dated June 18, 1964, submitted on behalf of the

Transportation Association of America in which we express our general support of the objectives of the Committee for Time Uniformity.

Mr. LONG. Without objection, it is so ordered.
(The information referred to follows:)

TRANSPORTATION ASSOCIATION OF AMERICA,
Washington, D.C., June 18, 1964.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Commerce and Finance,
House of Representatives, Washington, D.C.*

DEAR MR. STAGGERS: Your subcommittee has scheduled hearings on June 18-19, 1964, involving proposed legislation to modernize the Standard Time Act of 1918.

On behalf of the board of directors of the Transportation Association of America, I would like to support the enactment of time uniformity legislation by the 88th Congress.

As you know, TAA is a nonprofit national transportation policy organization whose membership consists of representatives of transport users, investors, and carriers of all modes, including air, freight forwarder, highway, oil pipeline, railroad, and water carriers. All of these interests participate actively in our continuing efforts to establish sound national policies for the maintenance of a strong transport system under private enterprise.

After a careful study of the time problem by all TAA panels, the board of directors in October 1961 approved a policy position that there should be uniformity of time, whether standard or daylight, and uniformity in the change dates within each time zone. This proposal was approved by the Air Transport, Highway, Pipeline, and Railroad Panels, and not opposed by the other panels. Its purpose is to reduce present confusion and excessive expense for common carriers and users of their services resulting from varying time standards and time changes throughout the United States.

Following the development of a policy position in support of greater time uniformity, TAA contacted a number of government agencies—Federal, State, and local—as well as many business, agricultural, and other interests to acquaint them with the problem. These efforts culminated in the scheduling of a uniform time conference in August 1962, attended by representatives of all such interests, at which it was decided to form an ad hoc Committee for Time Uniformity. The Honorable Robert Ramspeck, national chairman of the committee, will testify before your subcommittee and explain its functions in greater detail. TAA, as a member of the CTU, heartily endorses its objectives and will continue to cooperate with all interested agencies and interests to achieve greater time uniformity.

With respect to the 10 bills currently pending before your subcommittee, TAA favors the enactment of either H.R. 4702 or H.R. 7891, as recommended by the Interstate Commerce Commission. Our belief is that designating the time to be observed in all standard time zones and advanced time subzones the exclusive measure of time for Federal, State, and local purposes would achieve improved time uniformity for the common carrier modes, as well as the shippers, suppliers, and passengers they serve. By authorizing the establishment of advanced time subzones, flexibility of administration is preserved, daylight saving time can be provided where desired, and standard time would prevail in all other areas.

We take no position of the identity of the Federal agency to administer this improved legislation; however, we do not object to the ICC continuing to administer such legislation.

We note that both bills are neutral on daylight saving time. We would point out, however, that several bills under consideration, H.R. 6284, H.R. 11206, H.R. 11310, and H.R. 11407, provide for daylight saving time and, if enacted, would make possible more time uniformity than now exists.

We do suggest, however, that the 1-year period provided in section 6 of H.R. 4702 (also sec. 7 of H.R. 7891) for the establishment of advanced time subzones following enactment may prove to be too short. A 2-year period for the completion of such action would appear to be more reasonable, particularly inasmuch as the existing observance of daylight saving time would continue until any revisions become effective.

Moreover, we are concerned that the 2-year period might expire before the advanced time subzones could become effective. If this happened it would appear to follow that all existing daylight saving time would immediately be discontinued. Therefore, we recommend that the last word in each of these respective sections be changed from "first" to "last."

It is respectfully requested that this letter be made a part of the official record of the hearings on the subject bills.

Sincerely yours,

ROBERT E. REDDING.

Mr. REDDING. I have also been requested, Mr. Chairman, to submit for the record a statement by Thomas P. Phelan, president of the Pacific Coast Stock Exchange, related to this hearing, and I have similarly given copies of this statement to the committee clerk and request respectfully that that be included in the record.

Mr. LONG. Again without objection it will be so ordered.
(The information referred to follows:)

STATEMENT BY THOMAS P. PHELAN, PRESIDENT, PACIFIC COAST STOCK EXCHANGE

The State of California has adopted the compulsory observance of daylight saving time from the last Sunday in April to the last Sunday in October so as to conform their observations with those of the major Eastern and Midwestern States, metropolitan areas, and business and financial centers. Such compulsory conformity in time throughout the year is vital to west coast business, agriculture, and industry.

The west coast is one of the largest population areas in the Nation. Its markets are nationwide and thus its manufacturers, financial institutions, and its large farms and agricultural groups who compete with producers in other parts of the country need as many working hours in conformity with eastern and midwestern business centers as possible. Without conforming daylight time on the Pacific coast with that experienced by eastern and midwestern communities, west coast businesses would be out of step and under an unnecessary or unwarranted handicap by the loss of an additional business hour. Thus production could fall with a resultant curtailment of employment and reduction of gross receipts by west coast activities.

California originally adopted compulsory daylight saving time from the last Sunday in April to the last Sunday in September in 1949. In 1962 it extended such compulsory observance to the last Sunday in October so as to conform with the eastern and midwestern areas observing such time.

It would appear that conformity of time throughout the country would be in the economic interest of all segments of industry and business and the adoption of H.R. 4702 or as an alternate H.R. 11483 is strongly recommended.

Mr. REDDING. Thank you, Mr. Chairman. I have nothing further to present, but would be glad to answer any questions you or any of the members of the subcommittee might wish to ask.

Mr. LONG. It is my understanding that your statement that is attached in the brochure of Mr. Ramspeck's you want made a part of the record.

Mr. REDDING. If you please, sir.

Mr. LONG. Again without objection it is so ordered. This is "The Call to Arms for Time Uniformity"?

Mr. REDDING. Yes, sir. That contains some historic information of interest that we thought would be interesting background for the committee.

Mr. LONG. Fine. Mr. Van Deerlin, do you have any questions of Mr. Redding?

Mr. VAN DEERLIN. Mr. Redding, just one. There is no serious consideration, is there, of a unified single time zone for the entire United States that would do away with the four general time zones?

Mr. REDDING. Since I have been working on the problems of time uniformity, Mr. Van Deerlin, I have heard quite a number of variations of proposals and I have heard that one you described. It was advanced by Senator McGee, of Wyoming, during the time the hearings were held on the Senate side, but to my knowledge there has been no other individual who has suggested that we substitute a single time zone within the continental United States for those which now exist.

Mr. VAN DEERLIN. Thank you.

Mr. LONG. Mr. Glenn?

Mr. GLENN. No questions, Mr. Chairman.

Mr. LONG. Mr. Curtin.

Mr. CURTIN. No questions.

Mr. LONG. Mr. Redding, the staff of the committee has some technical matters that they would like your views on that I have here somewhere. Mr. Redding, section 5(b) of H.R. 11483, beginning on page 2, line 25, provides as follows:

"Daylight saving" or other advanced time may continue to be observed, as it has been observed in the past until the Commission has authorized advanced time subzones or for two years after the effective date of this Act, whichever comes first.

Similar language, except that it provides for 1 year instead of 2 years, appears in section 6 of the bill sponsored by the ICC and introduced by Mr. Harris in H.R. 4702. The question is, What would be the effect of this language in case the Commission fails to establish advanced time subzones or any decision of the Commission in that respect does not become final within the 2-year period because it may have been appealed to the courts? In that case would not standard time rather than daylight time be established under this provision?

Mr. REDDING. The answer is "Yes," Mr. Chairman. I have consulted with the professional staff about this and perhaps some other questions you may ask as well with the professional staff members of the Interstate Commerce Commission and we have looked at this particular question, and I think it would be true that, in the event the period of time of 2 years would elapse as contained in H.R. 11483, without there having been action taken by the Interstate Commerce Commission to establish the advanced time subzones, in that event standard time would prevail nationwide.

In the statement I have submitted, however, on behalf of the Transportation Association of America comment has been offered on this point with a recommendation for a slight change in this language which would not have that result. I would be glad to go into that further if you wish, or just simply leave my statement at that.

Mr. LONG. Does your statement explain that?

Mr. REDDING. Yes, it does, sir.

Mr. LONG. Fine. The second question is that section 7, page 4, beginning at line 12, provides as follows:

In determining the boundary of any such subzone, the Commission shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than 1 hour and 30 minutes ahead of local mean solar time.

Similar language appears in H.R. 4702, section 8. Will you state for the record in what instances at present daylight time established on the basis of State or local laws deviates from local mean solar time

by more than 1 hour and 30 minutes. In case you don't have this information, would you please supply it for the record?

Mr. REDDING. Mr. Chairman, with your permission I would like to answer that question, but I would like to have the answer submitted to the committee by a gentleman in the hearing room who has worked on the time problems of this Nation for more than 30 years. His name is Thomas Pyne, who is now a retired hearing examiner of the Interstate Commerce Commission. Mr. Pyne is well familiar with this specific question and could very, very quickly answer it for you, sir.

Mr. LONG. If you would, Mr. Pyne.

Mr. PYNE. The effect of the provision would be to draw a line, to restrict the power of the Commission, so that they could not adopt the time, when in the case of eastern daylight time or the advanced time for eastern daylight time would be placed at $97\frac{1}{2}^{\circ}$; the one for the central zone would be $112\frac{1}{2}^{\circ}$; and the one for the mountain zone would be $127\frac{1}{2}^{\circ}$.

I haven't completely checked every point that might have daylight saving time, but on the information I have the only point that I could question would be Butte, Mont. In Butte, Mont., I believe we figured out its time would be about 4 seconds in time beyond that restriction.

Mr. LONG. Beyond the 1 hour 30 minutes mean solar time.

Mr. PYNE. That is right. I don't know, but it would seem to me that an administrative agency would have a chance to use the de minimis rule, the difference being so small that it would probably include Butte, Mont.

However, there are other conditions in there which might militate against the use of the daylight saving in Montana and other points east of Montana because the use of the flexible line in the proposal here would have to include any points intermediate between Butte and the present eastern limits of the line, which would be the entire State of Montana east of Butte. That would raise quite a question, of course, whether the other points in Montana wanted daylight saving time, this advanced time.

I refer to it as daylight saving time, but that was one purpose of the act, to get rid of daylight saving time as such.

Mr. LONG. If you checked this down to 4 seconds, Mr. Pyne, I am not concerned about the fact that some of the areas you haven't checked, because I assume that any of them that were in any way abusing this would be immediately brought to your mind, would they not?

Mr. PYNE. If I knew that the point had daylight saving time, yes. I think Butte is about the farthest west of any of them.

Mr. LONG. I thank you very kindly, Mr. Pyne.

Mr. PYNE. You are very welcome.

Mr. LONG. Mr. Redding, the third question was that section 9, page 5, line 17, provides that:

The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under section 8 of this act.

Section 8 in turn grants the authority to the Commission to conduct hearings in certain situations. However, under section 8 such hearings are not mandatory.

My question is that since the hearings provided for in section 8 are not mandatory what is the meaning of section 9 of the bill and what provisions of the Administrative Procedure Act would be applicable to the discretionary hearings pursuant to section 8?

Mr. REDDING. Mr. Chairman, the question does point to a possible conflict in language in the bill to which you refer. A quick statement of background is that in the recommendations advanced by the Interstate Commerce Commission and incorporated in the original bills introduced, both on the Senate and House side, which before this committee are H.R. 4702 and H.R. 7891, there was no language in those bills which would make the Administrative Procedure Act applicable.

The amendment which is in the present S. 1033 and in the present H.R. 11483 was a result of the action taken by the Senate Commerce Committee, and my understanding of that language is that it was inserted in the markup of the bill and I feel confident that this action was taken without full realization of the possible conflict. That is the background of it.

Certainly serious consideration should be given to conforming the language of section 8 to the language of section 9. I cannot recite to you specifically those portions of the Administrative Procedure Act this morning which would apply.

Mr. LONG. It is a conflict, though, that could be resolved?

Mr. REDDING. It is indeed, sir.

Mr. LONG. Thank you. Section 10(a) of the bill on page 6, beginning on line 3, provides that the standard time established under the authority of this act shall be observed, and I quote—

by all common carriers engaged in interstate or foreign commerce or communication by wire or radio.

Do the words "communication by wire or radio" modify the words "all common carriers engaged in" or are the words "communications by wire or radio" independent of the reference to "common carrier"?

Mr. REDDING. Mr. Chairman, the way the language now reads it is not possible to determine that and therefore it would be necessary and desirable to clarify that in any final approval of this proposed bill. Here again this was language that was placed in this proposed legislation by the Senate Commerce Committee and was not included in the recommendations by the Interstate Commerce Commission.

Certainly it would be highly desirable to clarify whether or not the language of section 10(a) should be made applicable to other than the common carriers engaged in interstate or foreign commerce and the common carriers engaged in communications.

Mr. LONG. With the wording of the bill as it is now written corporations like Western Union, which is a common carrier engaged in communication by wire or radio, it would apply to, but it doesn't resolve the question as to whether or not it would apply to all broadcast stations which are not common carriers but which are engaged in communications by wire or radio?

Mr. REDDING. That is the exact point, Mr. Chairman. This should be clarified.

Mr. LONG. Fine. Thank you kindly. Mr. Glenn, do you have any questions?

Mr. GLENN. No, I have no questions.

Mr. LONG. Thank you very kindly, Mr. Redding.

Mr. REDDING. Thank you, Mr. Chairman.

Mr. LONG. We had two additional witnesses scheduled for today. Obviously we are not going to be able to get to them. Also, for the information of the record and also for those planning on testifying, Mr. Stagers, the chairman of the subcommittee, is most interested in this legislation and, as I recited earlier, has two bills that are under consideration of which he is the author. Mr. Stagers is unavoidably detained at the present time because of illness, and, subject to the approval of the committee, I am going to adjourn the committee subject to the call of the Chair so that we could have a better opportunity for Mr. Stagers to familiarize himself with the proceedings and, if at all possible, be present during the conduct of the further hearings.

Before I do that, however, I would like to, again subject to the approval of the committee, insert in the record a statement of the Minnesota Farmers Union relating to uniform time submitted to the subcommittee today and will order that it be made a part of the record.

(The information referred to follows:)

STATEMENT OF MINNESOTA FARMERS UNION RELATING TO UNIFORM TIME

The existing situation in which a number of States are on daylight saving time for the summer months and a number of cities within these and neighboring States depart from the time in use in their own respective State, is a source of inconvenience and confusion to the people and the commerce of the Nation.

Similarly, the variation between States in the length of time for which daylight time is in force, ranging from 3 months to as much as 5 months of the year, also is a confusing element in marketing, transportation, and communications.

The 1964 State program and policies of Minnesota Farmers Union, adopted last December, made the following recommendation on this subject:

"The Federal laws pertaining to time should be amended to prevent States or municipalities from departing from the use of uniform time. Any decision on the use of standard or daylight time should be made by the U.S. Congress and should be uniform for the whole Nation."

We would therefore be favorable to the bills before this committee which would provide that the standard time established under Federal law shall be the measure of time for all purposes.

Farm people generally have opposed daylight saving time because of the hardship and inconvenience it entails for our industry. If there is to be any departure from standard time it ought to be only on the basis of a Federal decision so that uniform time prevails in each time zone.

Mr. LONG. Also, without objection I will insert in the record a letter addressed to Hon. Oren Harris, chairman of the full committee, by Mr. Frank Bane, Chairman of the Advisory Commission on Intergovernmental Relations, relating to the time-uniformity question.

(The letter referred to follows:)

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS, Washington, D.C., February 7, 1964.

HON. OREN HARRIS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In light of the bills pending before the Committee on Interstate and Foreign Commerce on the subject of time uniformity, notably H.R. 4702, H.R. 6284, H.R. 3114, H.R. 2335, and H.R. 2532, we wish to invite your attention to the recent action taken by the Advisory Commission on Intergovernmental Relations.

Because of the intergovernmental implications of the time-uniformity question, the matter was added to the agenda for the Advisory Commission's last meeting on January 23-24, 1964, for its consideration. Alternative positions, with pro

and con argumentation, were set forth in a staff paper (copy enclosed), which served as the basis of the Commission's consideration of the problem. In brief, the Commission considered three alternatives: (a) the status quo; (b) Federal legislation requiring uniformity of practice within a State; and (c) Federal legislation mandating uniform practice throughout the country. The Commission, without dissent, favored the third course.

Consequently, the Commission strongly recommends that the Congress take action to establish national time uniformity, so that the present costly and often confusing disparities in governmental policies in promulgating daylight saving time may be eliminated.

As you know the Advisory Commission, created by Public Law 86-380, is a permanent, bipartisan body of 26 members representing all levels of American government—Federal, State, and local. A current list of members is enclosed.

Sincerely yours,

FRANK BANE, *Chairman.*

Mr. LONG. The committee is now adjourned.

STATEMENT OF D. L. MANION, PRESIDENT, AMERICAN SHORT LINE RAILROAD ASSOCIATION

Mr. MANION. Mr. Chairman, my name is Don Manion. I represent the American Short Line Railroad Association. My statement is short and if it would be to the benefit of the committee I will be very pleased to just submit my statement for the record.

Mr. LONG. That would be fine with us, Mr. Manion. Give it to the clerk, if you would, please, and we will be glad to make it part of the record. Do you have any short comment you would like to make with respect to it? You may sit down.

Mr. MANION. I have no other comments, Mr. Chairman, other than to state that we have a legislative policy of the American Short Line Railroad Association which favors uniformity in time within the standard time zones. I am acquainted with the statement of Mr. Roeper and concur in that statement.

The American Short Line Railroad Association is a party to the Committee on Time Uniformity and supports their actions and their statement today. Our position in this matter is not different from theirs.

Mr. LONG. Without objection your statement will be inserted in and made a part of the record. Also I apologize to you that we weren't able to give you more time today. We would like to have heard you in detail, but I am sure this will serve the purposes of making all the information available on the matter, and thank you for coming, Mr. Manion.

Mr. MANION. Thank you.

(The information referred to follows:)

STATEMENT OF D. L. MANION, PRESIDENT, AMERICAN SHORT LINE RAILROAD ASSOCIATION

My name is D. L. Manion. I am president of the American Short Line Railroad Association with offices at 2000 Massachusetts Avenue N.W., Washington, D.C., 20036. I have been an officer of this association since May 16, 1960, and president since August 16, 1961. Prior to coming with this association, I served in various operating-maintenance supervisory capacities for 13 years with a common carrier railroad.

On behalf of the member lines of this association, the majority of which are representative of small business interests in the railroad industry, I appreciate the opportunity to appear before this committee in support of uniform time within the standard time zones.

The American Short Line Railroad Association is a nonprofit, unincorporated association of 253 common carriers by rail representing an investment of over \$1.6 billion and operating over 14,000 miles of first main track. During 1962, the last year for which statistics are available, the member lines of this association earned gross operating revenues of \$493 million, employed about 38,900 persons who were paid \$243 million in wages, and paid taxes of about \$64 million.

No business activity is more affected by time than is that of conducting transportation. Inasmuch as the starting point and destination of travel and transport is frequently in separate jurisdictions, wherever standards of time differ, it is imperative that there be complete understanding between the customer, the carrier, and its employees as to the standards of time which prevail. In addition it is highly desirable, to avoid confusion and unnecessary expense, that there be as few standards as possible, that the zones be well defined and that there be no temporary or permanent tampering with these standards except for good and sufficient reason.

For a number of years and most recently at the 50th annual meeting of association members in Edgewater Park, Miss., on October 2, 1963, the representatives of these members adopted as a desirable legislative objective—and I quote—“amendment of Standard Time Act so as to fully occupy the legislative field with respect to standards of time to be observed throughout the Nation.”

This legislative policy of the association has existed for over 15 years and was occasioned by reason of communities not conforming to the prescribed standard time zones, the nonuniformity with which daylight saving time was observed and the frequent difference in dates at the beginning and ending of daylight saving time periods. All of this resulted in the inability of the railroads to render the best possible public service for which they have been subjected to criticism. These difficulties and problems were impossible of solution by reason of the nonuniformity of the time being observed in two or more areas concerned.

This legislative plank has been continued by the association members in view of the continuing nonuniformity of time. The fact that the problem is still with us indicates the need for Federal legislation.

Other witnesses have discussed in detail the differences and possible effects of the various bills being considered before this subcommittee. I shall not repeat any analysis of the bills, but from our legislative plank it is evident that we support the position of time uniformity and urge Federal legislation to fully occupy the field.

I am acquainted with the statement of Mr. Park M. Roeper who has appeared at this hearing as a witness for the Association of American Railroads. On behalf of the member lines of the American Short Line Railroad Association, I concur in the statement of Mr. Roeper and draw your attention to the similarity of the action taken March 1, 1963, by the AAR board of directors favoring uniformity of time and the legislative policy of the Short Line Association.

Most member roads of the Short Line Association are exclusively freight carriers, but those members that are passenger-carrying railroads are faced with the same problems, with regard to the operation of passenger trains, as described by the previous railroad witness.

While the examples of inconvenience and confusion are more colorful and descriptive as they relate to passenger service, the problems that exist in rail freight operations may in total be more serious due to the much greater portion of railroad operation involved in freight handling.

Many of the short line railroads are faced with a situation at the beginning and end of the daylight saving time period when the changeover in time is not uniform across their territory. For example, they start train operations in a daylight saving time area and move into an area operating on standard time with the result that their usual schedules are not satisfactory to the customers as the train is arriving at too early an hour. You will readily see how the reverse is the case at certain times and under certain circumstances with the train arriving at too late an hour. Such circumstances lead to complaints from customers.

To alleviate some of the difficulty, it is sometimes necessary for railroad forces, as is the case with other industries, to start certain of their employees to work an hour earlier to coordinate with adjacent communities which have daylight saving time, or which start daylight saving time at an earlier or later date. These situations are confusing, oftentimes inefficient and, though established to meet the convenience of the customer, frequently result in confusion to the shipper and receiver.

At the present time it is difficult and expensive to find out the standard time that prevails in any but the larger communities, and much time is wasted in attempting to contact people by telephone, to schedule meetings and appointments so as to conform to local custom and still make travel possible without undue waste of time and energy.

We have been a member of and have cooperated with the Committee for Time Uniformity since its formation. Our position is entirely compatible with that of the committee. I have previously testified before committees of Congress in a similar respect as have my predecessors over a number of years.

On behalf of the 253 member roads of this association, I want to again state our support of uniformity in time, whether it be standard or daylight.

It is the hope of this segment of the rail carrier industry that Congress may properly conclude that uniform time within standard time zones is needed and will provide therefor.

Mr. LONG. We have one additional gentleman I understand, that would like to pursue a similar course of action.

STATEMENT OF A. B. McMULLEN, EXECUTIVE VICE PRESIDENT, NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS

Mr. McMULLEN. That is right, Mr. Chairman. My name is A. B. McMullen. I was scheduled to testify this morning, and if it is agreeable with the chairman I will submit my statement for inclusion in the record together with a copy of a resolution that I make reference to in my statement. It is a resolution which was adopted by the National Association of State Aviation Officials on the matter of time uniformity at its annual meeting in 1962 prior to the introduction of the bills that are now being considered and raises several points that have not been incorporated in any of the bills that have been introduced, such as the 24-hour clock, for example, which we think would help standardize this time problem and which, we believe the committee and the Congress should consider at the same time the matters that have been included in the bills are being considered.

Mr. LONG. Mr. McMullen, we have a pretty good bull by the tail here now without taking on the problems of the 24-hour clock.

Mr. McMULLEN. If the studies we are recommending are going to create that kind of problem—we realize very well they could—we would prefer you proceed with the revision, and clarifying, and adoption of a good bill of the type that has been introduced rather than introducing this other matter at this time.

Mr. LONG. Fine. We will receive your statement and make it a part of the record and if as a result of study of the record we have any additional questions we would like to ask you we might prevail upon you a little later on to come back and visit with us, Mr. McMullen.

Mr. McMULLEN. I will be pleased to meet at any time at the convenience of the committee.

(The information referred to follows:)

STATEMENT OF A. B. McMULLEN, EXECUTIVE VICE PRESIDENT, NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS

My name is A. B. McMullen. I am executive vice president of the National Association of State Aviation Officials.

Forty-two State aeronautics commissions and departments constitute the membership of NASAO. Being officially responsible for aviation and air transportation development and service in the various States, NASAO members have been deeply concerned over a long period of time about the inconvenience, the confusion, and often the additional expense, the air carriers and other forms

of transportation, the traveling public, and the shippers are caused by the variation in dates and areas that daylight saving time is adopted each year.

Even in local communities or trade areas as small as a single county, the air traveler and shipper are often inconvenienced and confused because there may be two or more geographical areas or political entities within the county which adopt or operate on different time.

The expansion of rail service over relatively long distances, as the railroads extended their lines farther westward in the United States, first focused attention on the problems associated with the lack of time uniformity. Today, as the speeds and normal operating range of aircraft are increased, the problems caused by the lack of time uniformity are increased even more.

After having made a careful study of the many problems created by the rather ridiculous situations which result from changing time on different dates in various States, and different counties and towns within individual States, NASAO adopted a resolution during its annual meeting held September 27, 1962, petitioning Congress to determine whether legislation was required to eliminate or reduce these time-wasting situations. A copy of this resolution is being presented for the record. You will note that it was adopted prior to the date any of the bills under consideration were introduced.

In brief, the resolution recommended that necessary congressional action be taken to assure that all changes from standard to daylight saving time be made on the last Sunday of April, and changes from daylight saving to standard time be made on the last Sunday of October each year.

We are happy to note that several of the bills pending before this subcommittee would accomplish this objective, and it is our sincere hope that Congress will see fit to take immediate action to assure uniformity in dates for the changeovers in standard and daylight saving time. This is a problem that requires an immediate remedy.

However, this is only a partial solution to the overall problem of time uniformity, and we hope that once this is accomplished, the committee will investigate the several other uniform time problems that will still remain. These include the 24-hour clock, which is utilized by some governmental agencies, particularly the military, and by some commercial organizations; and the use of "Z" or Greenwich time, which the U.S. Weather Bureau and some American transportation and communications companies engaged in international operations now utilize.

While no single system of time will completely satisfy the requirements or accommodate the convenience of everyone, many persons, including myself are of the opinion that a careful study should be made of the advantages that would result from complete abolition of daylight saving time, and permanently advancing the standard time by 1 hour uniformly throughout the United States. This would eliminate the confusion and expense associated with changing to and from daylight saving time each year, while providing all the advantages afforded by daylight saving time. This same principle is embodied in two of the bills before this subcommittee, except that standard time would be observed year round, rather than daylight saving time.

The above recommendations were also included in the resolution adopted by NASAO.

Enactment of any of the 10 bills being considered would be a partial step in the right direction, and Members of Congress who have introduced them are to be commended for their interest in this problem.

Based on our understanding of the various bills, however, we believe that adoption of H.R. 4702, H.R. 7891, or H.R. 11483 would be most acceptable of the 10 introduced.

NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS

RESOLUTION 3—1962 ANNUAL MEETING, BASIN HARBOR CLUB, VERMONT

Whereas many States, counties, and/or municipalities change from standard to daylight saving time in the spring, and return to standard time in the fall, on dates that vary from State to State and among sections or communities within some States; and

Whereas the widespread variations in standard daylight changeover dates, complicated by frequent time zone boundary disputes and an assortment of local community options, create bewildering uncertainty and confusion in the minds

of the traveling and shipping public, and in communications, business, and social activities; and

Whereas the nonuniformity of time changeover dates results in the extra expenditure of large sums of money each year by railroads, bus companies, and airlines for the revision, printing, and distribution of system timetables; and

Whereas many airports serve large geographical areas, often extending across State or political subdivision boundaries; and

Whereas it is highly desirable that the time be uniform within these areas to minimize the confusion, frustration, and missed flights that often result in the loss of business, and delayed or broken social or other appointments and engagements: Therefore be it

Resolved, That where necessary, legislation should be adopted or such State directives or proclamations should be issued by the Governor as may be required to assure that all changes from standard to daylight saving time and from daylight to standard time will be made by all States and local jurisdictions on the same dates each year; and

That transfers from standard to daylight time shall take place on the last Sunday of April and from daylight to standard on the last Sunday of October each year; be it further

Resolved, That the Congress of the United States be petitioned to conduct or order such studies and investigations as may be necessary to determine whether existing Federal legislation on the subject should be amended or repealed; and

(a) What action, if any, is necessary at the Federal level to assure uniformity in dates for changing from standard to daylight saving time and back to standard time each year;

(b) The advantages and disadvantages of officially adopting the 24-hour clock in the United States, as many European and South American countries have already done;

(c) The advantages and disadvantages of officially adopting "Z" or Greenwich time by U.S. Federal agencies, international transportation companies, and others;

(d) The advantages and disadvantages of advancing the standard time by 1 hour in each of the time zones in which the United States is located and discontinuing daylight saving time entirely.

Adopted September 27, 1962.

Mr. LONG. Thank you.

Any further business to come before the subcommittee? There being none the subcommittee is adjourned.

(Whereupon, at 12:10 p.m., the subcommittee was adjourned subject to the call of the Chair.)

TIME STANDARDIZATION

TUESDAY, AUGUST 4, 1964

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COMMERCE AND FINANCE
OF THE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1333, Longworth House Office Building, Hon. Harley O. Staggers (chairman of the subcommittee) presiding.

Mr. STAGGERS. The subcommittee will come to order.

The subject today is the uniformity of time. We had started hearings on this and had to adjourn them, so we are taking up now where we left off, and as our first witness today we will hear the Honorable Kenneth J. Gray, the very able Congressman from the State of Illinois. We welcome you to the subcommittee this morning, Mr. Gray.

STATEMENT OF HON. KENNETH J. GRAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. GRAY. Mr. Chairman, I deeply appreciate the opportunity of appearing before your committee in behalf of legislation I introduced sometime ago, H.R. 2335, to amend the Standard Time Act so as to provide that standard time shall be the measure of time for all purposes.

Mr. Chairman, before I begin my remarks in behalf of H.R. 2335, I would like to thank you and the members of the committee for scheduling these hearings. I realize this legislation has been somewhat controversial because many people like fast time for the convenience of playing sports during the daylight hours and for other reasons. However, I believe that the extreme hardship, loss of life, and other factors are more impelling reasons for adopting a standard time in this country. Yes, Mr. Chairman, I say loss of life, because many people, trying to meet the schedules of travel or of meetings, find that the time has advanced in another city and not having allowed themselves an extra hour or two, rush unnecessarily. I have heard of instances that resulted in the loss of life.

I believe the greatest inconvenience being placed on our citizens is that being placed on our schoolchildren of America. Thousands of young boys and girls are forced to stand out on the rural roadways of America, before daylight, waiting on the schoolbus to pick them up. To me this is much more important than having an extra hour for someone to play golf in the afternoon.

Mr. Chairman, the national chairman of the Citizens for Standard Time comes from my congressional district, Mr. H. H. Horner, Route

2, Murphysboro, Ill. Another staunch fighter for standard time on the national level is Mrs. Ray Thies, of Campbell Hill, Ill. Both of these friends and constituents have sent me thousands upon thousands of signatures from people all over southern Illinois and from other parts of the Nation strongly urging Congress to amend the Standard Time Act of March 19, 1918, to provide standard time throughout the United States. I would be happy to supply the committee with these petitions containing thousands of signatures. However, I am sure your files are filled with copies of these petitions. Therefore, I will not burden you and your record with these names. However, should you need them I will be glad to turn them over to the committee.

It would appear to me, Mr. Chairman, that it would be a very simple matter for people to adjust their starting time for meetings, and so forth, to coincide with the most convenient time to suit their needs. If it is found to be inconveniencing anyone by standardizing the time, they need only to adjust their schedule instead of their clocks.

To inconvenience many for the accommodation of a few doesn't make sense to me. Putting it simply, standard time is God's time. Let's revert to it. I know in the wisdom of your committee you will do what is just and right.

Mr. STAGGERS. Thank you for a fine statement, Congressman. If the members have no questions we will continue with another fine Congressman from the State of Illinois, the Honorable Melvin Price. May I welcome you to the subcommittee, Congressman.

STATEMENT OF HON. MELVIN PRICE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. PRICE. I wish to thank the distinguished chairman and members of this subcommittee of the Committee on Interstate and Foreign Commerce for extending me the privilege of presenting this statement in support of uniform time legislation. That such a law is vitally needed is aptly demonstrated by the existing horological nightmare now encumbering our country. Variance is the rule rather than the exception in this situation, and confusion reigns supreme.

Yet, what can be done to remedy this present-day dilemma? Daylight savings time is observed in patchwork fashion throughout the United States, and the Supreme Court has upheld the use of these local option time plans, although the Standard Time Act of 1918 is in the United States Code. Clearly, the Congress has the constitutional prerogative under the weights and measures clause to legislate in this area. Precedent for such action was established by the enactment of the 1918 act, as well as by the passage of a national Daylight Savings Time Act during World War II.

What is necessary, therefore, is legislation either amending or replacing the original act, so as to provide for effective implementation and enforcement of uniform time patterns throughout the Nation. It is not a simple task to prescribe the mechanics of such a law, as is evidenced by the variety of measures pending before this committee dealing with this problem. Some bills, for example, call for establishing advanced time subzones within standard time zones, others provide for nationwide observance of daylight savings time during certain

months of the year, and still others approach the problem by doing away with daylight savings time altogether.

As sponsor of H.R. 2532, which precludes the observance of daylight savings time, I am aware of the fact that 29 States use fast time in one manner or other. It is, however, essential to raise the question: To what extent is uniformity desired? In my bill, the standard time established under the authority of the 1918 act would be the exclusive measure of time within each time zone created by that law. This standard of time would be observed within the respective time zone by all Federal, State, or local government officials in their official duties, as well as by all business or commercial enterprises involved in interstate, intrastate, or foreign commerce. Penalties are provided for willful violations of that section of the bill.

Whether or not H.R. 2532 is acted upon favorably is, of course, the committee's decision; however, I earnestly request action be taken to alleviate the present situation. Bearing out the urgency of finding a solution is the following statement in an April 3, 1963, letter to Senator Warren Magnuson from Mr. William G. Colman, Executive Director, Advisory Commission on Intergovernmental Relations.

Not only is the lack of time uniformity a serious and costly inconvenience to the whole field of transportation, and the traveler as well, but it is a concern of Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

It is with that thought in mind that I respectfully urge the committee to report a measure effectively dealing with the problem of time uniformity.

Mr. STAGGERS. Thank you, Mr. Price, for a most informative statement. We appreciate your appearance before the subcommittee this morning.

Our next witness today is the Honorable Abe McGregor Goff, Chairman of the Interstate Commerce Commission. Mr. Goff, if you will take the seat there at the end and just start right in with your presentation. We are glad to have you with us representing your Commission.

STATEMENT OF HON. ABE MCGREGOR GOFF, CHAIRMAN; ACCOMPANIED BY ROBERT T. WALLACE, LEGISLATIVE COUNSEL; HIRAM H. SPICER, CONGRESSIONAL LIAISON OFFICER; AND EARL W. MARTIN, BUREAU OF RATES AND PRACTICES, INTERSTATE COMMERCE COMMISSION

Mr. GOFF. Thank you, Mr. Chairman. Mr. Chairman, I have with me this morning Mr. Robert T. Wallace, our legislative counsel; Mr. Hiram H. Spicer, our congressional liaison officer; and Mr. Earl W. Martin, of the Bureau of Rates and Practices, who is the hearing examiner who took Mr. Tom Pyne's place upon the retirement of Mr. Pyne and whose particular forte and assignment was the various times matters.

I have a short statement, and I know you had a very illuminating hearing so far, but I think that my short statement will serve to revive and refresh the minds of the members of the committee who heard the other testimony and so I will just proceed to read it then if that is satisfactory.

Mr. STAGGERS. All right.

Mr. GOFF. My name is Abe McGregor Goff. I am the present Chairman of the Interstate Commerce Commission and have served in that capacity since January 1 of this year. I am appearing today on the Commission's behalf to testify on various measures which, although differing in approach, have a similar purpose in that each seeks to achieve greater uniformity in the observance of time standards.

As you are aware, one of these bills (H.R. 4702) was introduced by Chairman Harris at our request to give effect to legislative recommendation No. 1 in the Commission's 76th annual report.

In order to place all of the involved bills in proper perspective, we shall comment first upon the circumstances which led to our adoption of legislative recommendation No. 1.

The present Standard Time Act was enacted by Congress in 1918 largely in response to an immediate need for increased national efficiency during World War I. Its stated purpose, "To save daylight and to provide standard time for the United States," coupled with an injunction directing the Interstate Commerce Commission to define the limits of the zones "having regard for the convenience of commerce" and a requirement that standard time be observed in relation to acts required to be performed "by any person subject to the jurisdiction of the United States," was thought to evince the intent of Congress to fix standards of time for all purposes.

For a brief period, the standards of time prescribed under the act were universally observed despite the fact that it contains no enforcement procedure or penalty provisions. The daylight saving feature, however, was repealed in 1919 over President Wilson's veto, and shortly thereafter the Commission began to experience difficulty due to the limited scope of the act and the tendency of individual States and cities to exercise a claimed right of local option.

Thus, local daylight saving time, adopted at first by Boston, New York, and Chicago, gradually spread to many other cities and towns in the East and Midwest. In a suit to enjoin the authorities of Massachusetts from enforcing the observance of an advanced time standard, a Federal district court held that, in enacting the Standard Time Act, Congress had not fully occupied the time field and, consequently, there was no necessary conflict between that act and the enforcement of a different standard of time designed for purposes other than those specified in the act. See *Massachusetts State Grange v. Benton* 10 F. (2d) 515, Aff'd sub. nom. *Mass. State Grange v. Benton*, 272 U.S. 525 (1926).

With the way open to States and individual communities to act independently, an ever-increasing confusion and conflict of time standards has developed. The situation in Indiana, as depicted in Standard Time Zone Investigation, 314 ICC 101 (126-129), decided June 6, 1961, provides a pointed illustration of the problem.

There, among other things, the evidence details the difficulties experienced by numerous commercial, communications, and transport concerns as well as the extreme confusion attending the arrival and departures of air flights at the Indianapolis Airport. Other examples have been pointed out to the committee by previous witnesses and in the justification attached to our legislative recommendation No. 1.

In total, we believe that these illustrations forcefully indicate increasing chaos in the observance of time standards; and, in our era characterized by jet speed and remarkable advances in space technology, this situation is not only paradoxical but, in our opinion, it is also potentially dangerous.

For many years, annual reports of the Interstate Commerce Commission have invited the attention of Congress to the need for additional time legislation, and I might interpolate I think it has been 32 years we have been advocating that something be done about this. At the same time, in proceedings held under the act, we have earnestly endeavored to find a solution to the numerous conflicts caused by the action of State or local authorities in changing local time standards. The pattern is usually the same. A shift in local time brings a flood of complaints and petitions for a change in the zone boundaries or for some action restoring the former situation, which finally impel a reopening of the proceeding for reconsideration.

Thus, the Commission is repeatedly injected into bitter local controversies without power to resolve them with any reasonable regard for the convenience and safety of the area as a whole.

If it is found that the requested change would not enhance the convenience of commerce, a denial of the petition, in most instances, merely perpetuates the existing conflict and causes it to spread to additional areas.

On the other hand, a grant of the relief sought often produces a similar outcome, since the resulting mutation of boundaries creates inconvenience in adjacent areas and, thereby, precipitates other independent local changes followed by further complaints and petitions for further modifications.

Our experience amply demonstrates that any attempt to confine the application of the standard of time solely to Federal matters or to interstate commerce, while local matters or intrastate commerce are governed by a different standard, is bound to result in chaos.

The original idea of Congress that a Federal standard would dominate and control local time has not been borne out in practice. Instead, the conflict between Federal and local standards is usually resolved by the observance of local time by Federal officers and establishments.

In effect, therefore, and in the absence of any enforcement or penalty provisions, our determinations under the Standard Time Act serve merely to establish (1) a convenient standard of time which interstate common carriers may use, if they desire to conform to the law, and (2) a rule of statutory interpretation which comes into play only when a Federal statute, order, rule or regulation requires that a particular act be done, or that a right shall accrue or determine, at a specified time.

Any additional effect our determinations may have is largely due to voluntary acceptance by some State and local governments or by local usage.

The Commission has consistently taken the position that the inconvenience and confusion caused by the proliferation of different time standards adequately justifies the complete occupancy by Congress of the field of standard time regulation.

In correcting this situation, we believe that Congress need not rely solely upon the commerce clause, since, in the opinion of the Commission, other clauses of the Constitution, particularly the standards of weights and measures clause, grant Congress the power to prescribe a uniform system of standard time for the country which is not limited to matters relating to interstate commerce or foreign commerce.

A memorandum dealing with this point has been prepared in the office of our General Counsel, and I offer it for introduction in the record at this point.

Mr. STAGGERS. It shall be incorporated in the record.
(The information referred to follows:)

OFFICE OF THE GENERAL COUNSEL

NO. 83-63—APRIL 15, 1963

Re: 76th Ann. Rep., Legislative Recomm. No. 1: Standard Time.
MEMORANDUM TO CHAIRMAN WALRATH:

This is in response to your memorandum of March 22, 1963, requesting my opinion as to whether the Standard of Weights and Measures Clause of the Constitution (Constitution, Article I, Section 8, Clause 5) grants Congress the power to prescribe a uniform standard of time.

It is believed that the Standard of Weights and Measures Clause does include the power to prescribe standards of time. In this I concur in the opinion of my predecessor, Mr. Knowlton, expressed in his Memorandum to Commissioner Splawn, No. 7345, dated March 29, 1948, which related to the constitutionality of S. 2226 and S. 2041, 80th Congress, 2d Session.¹ These bills would have, respectively, provided for daylight saving time each year for approximately five months and made the standard time of each zone "the standard measure of time for all purposes." In scope, therefore, they clearly resembled the presently pending H.R. 4702/S. 1033, the justification for which, appended to your memorandum, cites the Standard of Weights and Measures Clause as possible authority for the bill.

The two cases cited by Division 3 in its 35th Supplemental Report, *Standard Time Zone Investigation*, 314 I.C.C. 101 at p. 121, continue to be the only sources of judicial authority for the proposition that the Standard of Weights and Measures Clause imparted power to the Congress to establish time standards. At that, they are not the best precedent. *Massachusetts State Grange v. Benton*, 10 F. 2d 515 (1925), dealt with the question of constitutionality of a state time statute after Congress had passed the Standard Time Act of 1918, and in finding no conflict between the state and the federal acts the Court stated that the constitutional power of Congress to pass the Standard Time Act was assumed. Although the Grange argued on brief that the Standard of Weights and Measures Clause authorized Congress to legislate time standards and that the 1918 Act preempted the field, the United States Supreme Court, by Justice Holmes, in affirming the decision of the lower court "saw no sufficient reason for differing" with that part of the lower court's opinion holding no inconsistency between the two Acts and confined discussion to the propriety of an injunction against a state officer (272 U.S. 525, 527 (1926)). *United States v. Porter*, 12 F. Supp. 234 (U.S.D.C., W.D.N.Y., 1935), held the federal Standard Container Act of 1928 (45 Stat. 685, 15 U.S.C. Sec. 257, 257a) to be a constitutional exercise of the power of Congress under the Standard of Weights and Measures Clause. In that the court spoke to the probable constitutional power of Congress under the Clause, and since this is the last reported decision under the Clause, a short excerpt is herewith set forth (12 F. Supp. at 235-23):

"The second exception [to the libel against some nonstandard containers filed by the United States] raised is the question of the interpretation of article 1, section 8, cl. 5 of the Constitution. It is claimed that this provision gives Congress the power only to adopt a unit of weight or measure, and that the power to regulate the standard unit not having been delegated to the United States, was

¹ Other memoranda touching the subject are No. 3687, Dec. 18, 1931, to Commissioner Aitchison, and No. 7162, May 6, 1947, to Chairman Aitchison.

reserved to the states. Many states, acting under the police powers, have prescribed the weights under which packages of certain commodities must be sold. The specific question has never been judicially determined. Certain language in the opinion in *Dwight & Lloyd Sintering Co. v. American Ore Reclamation Company* (C.C.A.) 263 F. 315, 316, approaches nearest to any expression of the courts of the meaning of this provision of the Constitution that has come to my attention. In that case the dispute arose over the meaning of the word 'ton.' It was held there that * * * [Congress has not exercised its power under the Clause except as to the standard Troy pound weight, therefore the state might define a ton.] The reasonable interpretation of this opinion is that the court recognized the right of the federal government to fix a standard of weights and measures such as a 'ton' * * *

"If Congress can legally say how many pounds shall constitute a ton, it would seem it could fix a standard of sizes for hampers and baskets for different uses.

"The purpose of this [standard container] act was to avoid the difficulties caused by the use of varying weights and measures in the several states.

"* * * It is my view that the provision is constitutional. However, this court should be reluctant to hold the act unconstitutional if the court's mind were not entirely clear. * * *

Thus, it can be seen that the court's opinion is in fact based upon an inference from a precedent not explicit in its own holding. As such, it may not be persuasive precedent and is therefore of limited value in the resolution of the problem considered herein.

Nor is the legislative history of the Standard Time Act of 1918 very illuminating. The sole Committee Report (H. Rept. No. 293, 65th Cong., 2d Sess.) does cite the statements of a witness before the Committee that "[the bill] is a standard for the measurement of time, and under the power of the Constitution we feel that Congress can act * * *" but no statement endorsing these remarks is found in the report. In fact, the reasons set out by the Committee for recommending the legislation are quite unrelated to specific Constitutional powers, being (1) increased food production as a result of daylight saving time; (2) increased comfort and convenience to labor; and (3) the conservation of fuel supplies and concomitant economy in the war effort. The debates in both Houses of Congress (e.g. 56 Cong. Rec. 3549, 3564-3583, 3594-3595, 3632, 3635) do not invoke any particular power under the Constitution, and insofar as reasons for the bill are urged, it could be inferred that the commerce power, and the war power, are the tacit grounds for that act; throughout are references to the necessity of proper scheduling for the railroads, but more particularly the desirability of daylight saving time for the prosecution of the war.

The memorandum No. 7345 of the former General Counsel to Commissioner Splawn of March 29, 1948, based its opinion on the precept that "time," as a concept, usually connotes the measurement of time, since otherwise it is but an intellectual experience. From this it follows that the establishment of a "standard," as was done by the Act of 1918, is in fact as well as in name a particular measurement of duration, a fortiori within the concept of "standard weights and measures." State court cases are cited and quoted (*State v. Badolati*, 241 Wis. 496, 6 N.W. 2d 220 (1942); *McFarlane v. Whitney*, 134 S.W. 2d 1047 (Tex., 1940)) to show the importance of a standard of time measurement. Treatises on the Constitution are also cited, but the conclusion from them is indefinite; the Clause was adopted at the Constitutional Convention without debate. While I am generally in agreement with the observations therein, and while not disagreeing with the statement (Memorandum, p. 15) that "It is not certain that the framers of the Constitution had time in mind when they drafted the provision empowering Congress to fix the standard of weights and measures," I would add that there exists some material tending to show that the framers of the Constitution were aware that the measurement of time could be embraced within the Standards of Weights and Measures clause.

Thomas Jefferson, as Secretary of State, was requested and directed by the House of Representatives to report on the desirability of Federal standards of weights and measures. His report of July 4, 1790, to the Speaker of the House (*American State Papers, Misc. Vol. I, pp. 13-20*) contains much historical and, for its day, advanced scientific data regarding all standards of measurement then in use. For example, this statement tends to support the argument (*supra*, p. 5) of definition (pagination references *infra* are to pages of the original Report, found in the Library of Congress's Rare Book Collection):

"To obtain uniformity in Measures, Weights and Coins, it is necessary to find some measure of invariable length, with which, as a standard, they may be compared." [p. 1].

Then, in his general discussion of standards, he evolves a definition of a "second of mean time":

"* * * The motion of the earth round its axis, though not absolutely uniform and invariable, may be considered as such [standard] for every human purpose. It is measured obviously, but unequally, by the departure of a given meridian from the sun, and its return to it, constituting a solar day. Throwing together the inequalities of solar days, a mean interval, or day, has been found, and divided, by very general consent, into 86,400 equal parts.

"A *pendulum*, vibrating freely, in small and equal arcs, may be so adjusted in its length, as, by its vibrations, to make this division of the earth's motion into 86,400 seconds of mean time." [P. 10.]

Nearly six years later Congress sought to act upon his Report. In so doing, it is submitted that a time standard, to wit a "second of mean time", was sought to be established. The "second of mean time" was part of the means for establishing a standard linear measure, as Jefferson pointed out. The bill, passed by the House of Representatives May 19, 1796, authorized and directed the Secretary of State to cause "certain experiments to be made to ascertain uniform standards of weights and measures for the United States." This included an experiment, described in detail, for establishing a standard "foot" by the use of an oscillating cylinder over a period of "one second of mean time." This was undoubtedly an adoption of Jefferson's description of a means to establish such a standard; the Report of the Senate Committee (unnamed) considering the House bill refers to the proposals of the Secretary of State's report on measures and weights. It does not appear that the bill passed the Senate, although the Senate bill bears the date of May 31, 1796, and was to be amended to strike the provision for conducting the experiment, and the appropriation of \$1000 for the purpose, in favor of an adoption, but this Senate version as well describes the method of obtaining a standard foot (with the "one second of mean time") in the event that the standards themselves were destroyed.²

Support for the designation of particular parallels of longitude as time zone boundaries by Congress under the Standard of Weights and Measures Clause is also found in Jefferson's report, where he stated at pp. 13-14:

"2. The uncertainty arising from the difference of length requisite for the second Pendulum, or the second rod, in different latitudes, may be avoided by fixing on some one latitude, to which our standard shall refer. That of 38°, as being the middle latitude, of the United States, might seem the most convenient, were we to consider ourselves alone; but connected with other nations by commerce and science, it is better to fix on that parallel which bids fairest to be adopted by them also. The 45th, as being the middle term between the equator and pole has been heretofore proposed in Europe; and the proposition has been lately renewed there, under circumstances which may very possibly give it some effect. This parallel is distinguished with us also, as forming our principal Northern Boundary. Let the completion of the 45th degree then give the standard for our union, with the hope that it may become a line of union with the rest of the world."

It has been implicit herein that the Standard of Weights and Measures Clause is not confined in meaning to coinage or money. Such appears to have been the understanding of Jefferson from the beginning. His Report discusses at pages 19 through 32 the history and characteristics of particular weights and measures then in use, and includes a portion of the weights and measures sought to be established by the British House of Commons. In fact, he refers at length to reports of committees of that body on weights and measures of 1758 and 1759, which reports are relied upon in his own exegesis. However, he states at p. 27 that "The Secretary of State is not informed whether there have been any and what alternations of these measures, by the laws of particular States." This hiatus was filled by Secretary of State John Quincy Adams' 245-page report to the Speaker of the House of Representatives in 1821 (H. Doc. 109, 16th Cong., 2d Sess., *House Documents*, Vol. 8, Library of Congress Serial No. 55) wherein he set forth, at pp. 96-117, the various weights and measures prevailing and prescribed in the States and the District of Columbia since their founding.

Enforcement of Federal weights and measures standards, as incorporated into the proposed bills now before Congress, also appears to be presaged by Jefferson's Report. On p. 44 he stated "* * * After a given term, for instance, it [the new system] might begin in the custom-houses, where the merchants would be-

² The bills, and the committee report, are found in the Library of Congress' Rare Book Collection under the designation QC 89 .U5 A15.

come familiarized to it. After a further term, it might be introduced into all legal proceedings; and merchants and traders in foreign commodities might be required to use it in their dealings with one another. * * *

John Quincy Adams' Report referred to above also contained explicit references to time measurement. The French Revolution's adoption of the metric system is treated at great length, and its adoption of decimal-based hours, weeks, and years is castigated for the reason that this "mensuration of time" is "quite inconsistent with one of the principal expedients of perpetuating the identity of the new weights and measures" (p. 59). As shown on p. 60, Adams was referring to the meter-constant. He also states, at page 61, that the French "attempt to decimate the year in its number of days was equally useless and absurd." Accordingly, Adams did not recommend its adoption.³ Adams' Report was termed "luminous and scientific" by the Committee on Commerce of the House of Representatives in its Report No. 449, March 21, 1836, (24th Cong., 1st Sess.) which recommended transmission of copies of standard weights and measures to each State.

Other than these authorities, it is also possible to reason independently, as was done in memorandum No. 7345 of my predecessor to Commissioner Splawn (p. 15), that the absence of qualifying words and exceptions in the Standard of Weights and Measures Clause indicates that Congress is empowered to fix the standard of all weights and measures. It may also be observed that much of the difficulty experienced by many who consider this subject may be traced to the intangible quality of a time measurement. Yet Congress has legislated with respect to standard electric and light units of measurement; see 15 U.S.C. Sec. 221 et seq. (28 Stat. 102, 1894), repealed by 64 Stat. 370, 1950, now 15 U.S.C. Sec. 223-224. And, of course, Congress has established several other standard measurements, without regard to "commerce": 15 U.S.C. Sec. 205 (R.S. 3570, derived from Act of July 28, 1866, 14 Stat. 339, 340), establishes equivalents between United States and metric system linear measurements which "shall be recognized in the construction of contracts and in all legal proceedings * * *"; 15 U.S.C. Sec. 206 (27 Stat. 746, 1893) establishes the standard gauges for sheet and plate iron and steel; 15 U.S.C. Sec. 231-242 (37 Stat. 250-251; 38 Stat. 1186-1187; 39 Stat. 530-531), as amended by 68 Stat. 301, 1954, establishes standard barrels; and 15 U.S.C. Sec. 252-256 (39 Stat. 673-674) in nature similar to the Federal Standard Container Act referred to above, but a separate act, establishes standard baskets for small fruits and vegetables. No cases pertinent to this inquiry are reported under these statutes.

Thus, as heretofore stated, I believe that Congress is empowered under the Standard of Weights and Measures Clause of the Constitution to prescribe a uniform system of time.

ROBERT W. GINNANE,
General Counsel.

Mr. Goff. Copies of this memorandum have been made available and I believe you each have one.

In its current annual report, this Commission has reiterated its prior recommendations that the scope of the Standard Time Act be broadened by providing that the standard time of the zone shall be the exclusive measure of time and by adding more definite standards, requirements for observance, penalties for violation, and provisions for administration and enforcement. H.R. 4702 has been drawn to accomplish these purposes.

Before commenting on the particular provisions of this bill, I believe it appropriate to observe that the Commission is not unanimous concerning the propriety of its initiating comprehensive legislation on these matters. I might be very specific there to say disagreement

³ It might be noted, however, that the French system was once given at least perfunctory consideration by Congress. The French Revolutionary Government caused an emissary to be sent to the United States with metric models in the hope that its fraternal republic would also adopt them; the French Minister so informed Secretary of State James Otis on "15 Thermidor" (August 2, 1794). Otis ordered 300 copies of the accompanying report distributed to the Senate (American State Papers, Misc. Vol. I, pp. 115-116) of the 3d Congress, 2d Session.

was only on whether we should initiate. There wasn't any difference of opinion as to whether something ought to be done. It is just that our jurisdiction covers only those carriers which we regulate and a couple of Commissioners felt that some other agency should initiate it, but we are unanimously in favor of something being done about it.

We are agreed, however, both as to the need for some additional time legislation and for a redetermination by Congress as to whether the Commission is the most appropriate agency to administer present or future legislation relating to standard time.

The general intent of this bill—to provide a uniform system of time standards and measurement for the United States—is stated in section 3.

It is desirable expressly to recognize that the time zones designated for the United States are parts of the international system of 24 zones stretching from Greenwich east and west around the world, as is done in section 4.

Section 5 of the bill would provide three new standard time zones. Of the five existing zones, four (eastern, central, mountain, and Pacific) would be retained and the fifth (Alaska) would be subdivided and replaced by three new zones (designated as Yukon, Alaska-Hawaii, and Bering, respectively).

The intent is to cover Alaska and Hawaii adequately. In addition, a new zone to the east (the "Atlantic standard time zone"), would be created. It is not intended that this zone will embrace any mainland area. Rather, this zone will be used during the summer months to describe that portion of the eastern standard time zone designated as an "advance time subzone"—a term which will be explained at a later point.

Section 6 follows the present act and authorizes the "agency" designated as administrator to define the limits of the zones and to modify them from time to time. The proviso would continue existing boundary determinations until changed. Provision is made for the continued observance of daylight saving time until the administering agency has had an opportunity to define the limits of subzones provided for in the act or for 1 year.

Section 7 includes a number of general principles which the Commission has found useful in determining the zone boundaries in the past. This section also provides that, in fixing the boundaries, the designated agency shall not include in any zone a point or area for which the standard time would be more than 30 minutes slower or 1 hour faster than sun time. This is intended to be a desirable limitation on the discretion of the administering agency in designating zone boundaries, and is designed to insure that areas embraced within the zones will be governed by at least a reasonable approximation of sun time.

The principal features of the bill are contained in section 8. This section would authorize the administering agency, where desirable in the public interest, to establish within any zone a single subzone which would be governed by an "advanced" standard of time (the equivalent of daylight saving time) during the longer summer days.

That portion of each zone which is not designated as an advanced time subzone would maintain standard time throughout the year.

Accordingly, this section introduces a measure of flexibility into,

and stands midway between, prior legislative proposals which would impose either year-round nationwide standard time or nationwide standard time coupled with a provision for mandatory nationwide daylight saving time during a portion of the year.

Under section 8, in those zones or portions of zones where no popular demand for a faster standard of time is manifested, none will be provided.

Section 8 would also accomplish another important objective. In place of the present chaotic situation in which individual States, and, indeed, individual communities, act independently in determining the date on which they will transfer to and from daylight saving time, it would provide uniform switchover dates.

Thus, section 8 specifies that the period of advanced time will be between the last Sunday in April and the last Sunday in October.

Finally, enactment of this section would result in a much needed simplification of zone designations. At the present time, the designations "eastern time" and "central daylight saving time" each refer to the time standard applicable to the 75th degree of longitude.

Similarly, the designation "central time" and "mountain daylight saving time," and "mountain time" and "Pacific daylight saving time," refer to the time standards of the 90th and 105th degrees, respectively.

This situation results in needless confusion and would be remedied by the instant bill. Thus, and notwithstanding the fact that the bill provides for advanced standards of time, the name-designations of areas governed by the time standard of the same degree of longitude remain unchanged throughout the year. This is accomplished by temporarily transferring to the standard time zone "immediately to the east" those areas encompassed within advanced time subzones.

Sections 9, 10, and 11 would authorize the administering agency to conduct necessary proceeding, to issue subpoenas, to employ the staff necessary to perform its duties under the act, and to receive and hear petitions as to the time zones. The present act contains no provisions for its administration.

Sections 12 and 13 contain important provisions making the standard time of the zone the exclusive measure of time for the transaction of all public business by the Federal or State Governments and by all persons in their business relations with the public, except for scientific purposes or for other purposes expressly exempted by the administering agency under a provision designed to foster and protect the public interest.

Provisions for the execution and enforcement of this bill, entirely absent from the present act, are provided in sections 14 to 17. These include injunctive relief, civil forfeitures, and fines for willful violations.

Section 18 affirmatively indicates that States are not prohibited from enacting and enforcing statutes which adopt the Federal standards. This provision gives recognition to the fact that effective enforcement will best be achieved by State and local action, and is intended to provide a strong inducement to the administering agency to accord careful consideration to the desires of the States in fixing zone boundaries.

Up to this point, our comments have been directed to the Commission-sponsored bill, H.R. 4702. Our remarks, however, are equally

applicable to H.R. 11483, since many of the provisions in that bill parallel and are identical to those contained in H.R. 4702.

Indeed, it appears that the principal difference between the two bills are that H.R. 11483 would promote, but not require, observance by State and local governments of time standards prescribed by the administering agency. In our opinion, this difference has merit and certainly would not cause us to criticize H.R. 11483, or to oppose enactment of this bill in lieu of H.R. 4702.

On the other hand, we believe that the remaining measures under consideration at these hearings fail in various respects adequately to meet the need for additional time legislation.

H.R. 6284 and H.R. 11407 would require nationwide observance of daylight-saving time, for 15 weeks and 5 months, respectively; and H.R. 11206 would simply provide that when a State or local government employs daylight saving time, such advance standard of time shall remain in effect during a prescribed 6-month period. H.R. 11206 and H.R. 11407, however, contain no enforcement or penalty provisions, and those contained in H.R. 6284 relate solely to the proposed 15-week daylight-saving period. In addition, these bills would provide no criteria or administrative standards for use in the determination of such zone boundaries.

H.R. 2335 would require nationwide observance of standard time throughout the year by Federal, State, and local governments and by "any place of business or commercial enterprise." H.R. 3114 has a similar purpose but its application would be limited to the Federal Government and to common carriers engaged "in commerce subject to regulations" by the Federal Government.

H.R. 3114 contains no penalty or enforcement provisions and the sole sanction contemplated in H.R. 2335 is a fine of "not more than \$100," a remedy which in many instances would be inappropriate or ineffective. Neither bill would provide guidelines to assist in the determination of zone boundaries.

In summary, and considering the many frustrations we have encountered over the years in administering the present Standard Time Act, we believe that the early attainment of a stable, orderly, and uniform system of time standards will best be achieved by enactment of the more comprehensive legislation represented by H.R. 4702 or alternately by H.R. 11483.

However, in view of the fact that surface transportation is only one of the many interests directly affected in any determination of matters relating to the observance of time standards we urge that careful consideration be given to the question of whether the Interstate Commerce Commission is the most appropriate agency to administer the provisions of any future law relating to standard time.

That concludes my formal statement. I want to comment with real approval on some of the testimony that has been given before this committee. I read the transcript and thought all the statements were good, I was particularly impressed by the statement of Mr. Ramspeck, the Chairman of the Time Uniformity Committee.

I think there is a little difference between H.R. 11483 and our bill on the time at which the new changes would become effective. We made it 1 year. The other bill makes it 2 years, and we are certainly not going to quibble about that because maybe it would take a little

longer time. As has been pointed out, perhaps any action that we took might be taken to court and it might not be fully disposed of within the 1 year that we specify.

I will be glad to try to answer any questions.

Mr. STAGGERS. Mr. Goff, we certainly appreciate your coming and giving us the benefit of your views and I want to commend you for a very comprehensive statement that has gone into all facets of this proposal and I think it is very enlightening.

I was wondering about this last statement, that—

We urge that careful consideration be given to the question of whether the Interstate Commerce Commission is the most appropriate agency to administer the provisions of any future law relating to standard time.

I don't know of any other alternative. Do you have any to suggest?

Mr. GOFF. Well, it has been a real trial to us.

Mr. STAGGERS. I understand.

Mr. GOFF. Particularly with the present status of the statute. You will understand that our jurisdiction extends only to those surface carriers that operate in interstate commerce. Time involves a lot more than just these common carriers.

Mr. STAGGERS. Oh, surely.

Mr. GOFF. Because, as was pointed out, and I thought very forcibly by Mr. Ramspeck, a clock affects everyone of us, every citizen. Everybody lives by the clock. I don't want to take your time, but you know we order everything by the clock. Out in my country we have lots of Indians, the Nez Perce, where I live. I remember one time there was an old Indian watching some fellows digging a ditch and they kept looking at their watches and the old Indian looked at them and said, "White man funny. Have to lookum watch to tell when he is hungry."

But it does affect all of us.

Mr. STAGGERS. Oh, surely.

Mr. GOFF. We have a limited jurisdiction, No. 1. The next thing is that if there is a promotional feature in the effort to get States and communities to conform, we are really not a promotional agency. We do have contact with our carriers. If it means contacting the various Governors, if it means going out and making speeches and something like that, we really are not that kind of agency, and that is the only reason that we mention this.

I do say that if you will enact comprehensive legislation our Commission of course would be willing to serve should you designate us as the agency, and we do think that it would be infinitely easier to handle than in the present state of the statute.

Mr. STAGGERS. I just brought it up to get your views and I appreciate what you said because that would be the determination, I guess, of the committee as it goes into it further, but I would think that the surface transportation affects, as you say, all people.

Of course, our airlines, for example, come under a different agency, but I don't believe that we would have any trouble in coordinating. It does bring up a problem. Your one statement that "We believe that the early attainment of a stable, orderly, and uniform system of time standards will be best achieved by enactment" of this bill so that people will understand it. I think that is one of the things we are trying to get at, uniform, orderly time standards.

Mr. GOFF. Mr. Chairman, I want to express on behalf of the Commission our appreciation for your mentioning this objective, because, as I say, we have been at it for more than 30 years trying to get something done. If you could just get through a workable bill I can't tell you how much our Commission would appreciate it.

Mr. STAGGERS. Thank you very kindly. Mr. Van Deerlin.

Mr. VAN DEERLIN. I guess anyone who has ever been hung up in a railroad station can understand the inconvenience factor that you mention. You also emphasized safety. Do you have any instances where there have been accidents possibly caused or narrowly missed by confusion over time standards?

Mr. GOFF. I will have to answer that by saying, as was my first reaction, that I actually don't know of any instances on the safety part of it. There is the possibility. I don't believe I had anything in my statement referring to safety.

Mr. VAN DEERLIN. Yes, you did. It is page 5. You say:

* * * this situation is not only paradoxical, but, in our opinion, it is also potentially dangerous.

Mr. GOFF. Oh, well, potentially dangerous. I would think perhaps in the airlines there might be something more than with the rails.

Even on the train schedules if a train crew should get mixed up and be off an hour, you can see that, since trains and airlines are run by very much by the clock—I think I am right in the statement—it is potentially dangerous, although I am unable, as I say, to give an exact example. Yes, I think that is true.

Mr. VAN DEERLIN. Thank you. That is all, Mr. Chairman.

Mr. STAGGERS. Mr. Glenn.

Mr. GLENN. I have no questions, Mr. Chairman.

Mr. STAGGERS. Mr. Curtin.

Mr. CURTIN. Thank you, Mr. Chairman.

Mr. Goff, I regret I didn't hear all of your statement because I was inadvertently detained for a time in my office, but from what I did hear, do I understand that the bill that you favor is H.R. 4702?

Mr. GOFF. Yes, or any comprehensive bill like H.R. 11483 introduced by Mr. Staggars or the one that was reported out by the Senate committee. Oh, there are some minor differences in the bills. But in the main the only real difference is that, first, they provide that the Interstate Commerce Commission shall be the agency to administer and second, that the Federal time set shall not be absolutely mandatory on States and communities. Those are the principal differences between the bills.

I think there is a slight difference also in the time that we may go from the mean solar time, but that is of little consequence. The Commission actually favors the bill that it presented for introduction, but we are not going to quibble on the adequacy of the three bills.

Mr. CURTIN. I see H.R. 4702 has a provision in it where there is considerable changing of the time zones throughout the world. Could that be done by legislation in this country alone, or wouldn't that require the cooperation of other countries?

Mr. GOFF. Oh, yes, of course. We can only affect the time zone for the United States and in those areas outside the contiguous States like Alaska and Hawaii.

Mr. CURTIN. Do you agree that H.R. 4702 would require the cooperation of the other nations, particularly in view of sections 8 and 9?

Mr. GOFF. You say sections 8 and 9?

Mr. CURTIN. Sections 8 and 9. I might also add any other section of the bill which provides for new time zones, like a new time zone in Alaska, one new one in the Atlantic, and also in Hawaii.

Mr. GOFF. No, I think anything in here is based on section 4, which merely says:

The general zone system of standard time, under which the local standard time is determined in relation to the mean astronomical time of the 1 of the 24-hour meridians occurring every 15th degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

We simply recognize Greenwich time as a guide. We don't try, as I see it, to say anything about time any place else. We just recognize this in U.S. territory.

Mr. CURTIN. But the bill does provide for some new time zones, does it not?

Mr. GOFF. Oh, yes.

Mr. CURTIN. It proposes some changes in the time zones.

Mr. GOFF. Oh, yes, but that only applies to the U.S. territory.

Mr. CURTIN. Wouldn't that require other countries of the world to approve, since apparently there is a standard relationship on time zones affecting all of the countries who recognize Greenwich time?

Mr. GOFF. According to their time it would vary, that is, Greenwich time would vary from our time, it is true, but still, like some nations have the metric measurement and we have the other, I don't think it would cause any real difference because they would realize that our local time in the United States was tagged to the Greenwich meridians. I don't think it would cause any real trouble.

Mr. CURTIN. I am not thinking so much in terms of trouble, but do you think any additional, or changes, in time zones in the U.S. would have to approve before such change became effective?

Mr. GOFF. No, not at all. If you go on board a ship or on a plane outside the United States they always refer to Greenwich time. I don't think it would cause any difficulty at all.

Mr. CURTIN. How about international air carriers who would be flying through the time zones?

Mr. GOFF. I don't think it would cause any real trouble because I think their clocks usually say Greenwich time so much and local time in such a position.

Mr. CURTIN. But such changing of zones, or adding to the zones, in addition to being applicable to the international airlines, would also be applicable to the shipping lines, would it not?

Mr. GOFF. Yes, but they would expect to observe it here. I don't think it would cause any trouble.

Mr. CURTIN. That is all, thank you, Mr. Chairman.

Mr. STAGGERS. Thank you very kindly. I would like to bring up one other thing. I have here a possible compromise draft that I believe was prepared by the uniform time committee which might substitute for both of these bills or all of these bills and I would like to have your comment on that, yours or Mr. Wallace's if you would, to see how it differs from other bills.

I have been intrigued by reading it. It seems to me almost similar. Are there any pertinent changes in this draft?

Mr. GOFF. The draft that I have here, Mr. Staggers?

Mr. STAGGERS. Yes, sir.

Mr. GOFF. That was just handed to me only within the hour. I have looked over it very hastily. I do have some comments that I could make about it. I made some pencil notations. I think that it is an attempt to work out a comprehensive bill. I want to commend the author, but I do think it presents some drafting difficulties.

The way I read it, its effect would be to fix a rigid time standard for all Government agencies despite what the States might do. If that is true, the way it seems to read to me, you can see that all the Government agencies would have to be on standard time. Suppose the State made a change. The way it is now the Federal agencies conform as a matter of convenience, and I am a little afraid that as it is drafted—I don't think it was intentionally done that way—that the draft bill might even create more confusion.

I think we will have to look pretty carefully to that provision, and next, there are no penalties whatever provided here.

In all the bills; that is, the major bills that I have referred to, the three, there is a provision for not only a criminal but a civil penalty and for means to enforce it, but this bill doesn't contain anything but the right to seek an injunction.

Mr. STAGGERS. Thank you very much for your comments. It was handed to me, and I wanted one comment on the zones. They are set by international law close to the longitude lines, isn't that right, 75th and 105th and so forth? They deviate some in order to accommodate certain provisions of the area, I understand. They are not just a straight line.

Mr. GOFF. That is right. Of course Greenwich meridians are fixed to determine solar time.

Mr. STAGGERS. That is right.

Mr. GOFF. What has been done is that in order to accommodate various areas, and to avoid making a sharp change right in the midstreet of a city, the Commission in fixing the zones has tended to put them in more sparsely settled areas, so there is a little deviation in the standard time, but I think that is a reasonable and a necessary thing because otherwise, as I say, you are liable to cut right through a populous city.

You have to accommodate business there and it would be most inconvenient if there was a sharp change in a situation like that.

Mr. STAGGERS. This bill would give you the provisions to do that where there are special occasions and special situations that need it.

Mr. GOFF. That is right.

Mr. STAGGERS. That is all I want to know. Any other questions? If not, we certainly want to thank you very kindly Mr. Goff because I think your testimony has been helpful and we certainly will be calling on you and your organization from time to time as this thing goes along and we proceed as we hope to.

Mr. GOFF. Mr. Chairman, our staff will be happy to cooperate with yours. They stand ready to assist you, any of the Commission, and I personally. I am so interested in this and so anxious to get some order, I am glad you mentioned that part in my last paragraph.

That is the key to this whole thing. Let's determine some orderly way to handle it.

Honestly, in a big country like ours it is simply a disgrace to have it go on as it has been.

Mr. STAGGERS. I might say just in conclusion that I have had in a time bill practically since I have been in Congress, for about 16 years, and I believe I have received more mail from other States in the Union on this one thing than all the other bills put together, from all over the West, trying to get some, as you say, order out of the confusion that exists in those States.

Mr. GOFF. You are certainly to be commended, Mr. Chairman.

Mr. STAGGERS. Thank you again. It is very kind of you and your organization to give us your help.

Mr. GOFF. Thank you.

Mr. STAGGERS. Our next witness will be Mr. R. A. Trice, vice president and traffic manager of the Virginia Stage Lines, Inc., Charlottesville, Va., appearing for the National Association of Motor Bus Owners.

Mr. Trice, will you have a seat? We are very happy to have you with us and you may start right in with your testimony.

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. TRICE. Thank you, sir.

Mr. STAGGERS. If you wish you may summarize this statement and put this in the record, or if you care to and deem it wise and necessary to read it that will be fine. We were hoping to get through by noon, but I doubt that we are going to. You use your judgment.

Mr. TRICE. Mr. Chairman, I have a prepared statement which I would like to offer for the record and I do think that I can summarize it for you by giving you a few illustrations.

Mr. STAGGERS. Fine.

Mr. TRICE. I would like to just point out to you the immediate problem we have, which we have often, as a result of the lack of time uniformity. The State of Virginia by legislative action put the State of Virginia on daylight time the Sunday after Memorial Day and the Sunday before Labor Day it reverts to standard time. Right at this present time we are working on schedules to become effective immediately after Labor Day, but due to the fact that the State of Virginia elected to change time on the Sunday before Labor Day we find ourselves with the problem of people leaving the District of Columbia, as an example, for a Labor Day weekend in Virginia and it is impossible almost to tell them what time the bus will come back because our schedule changes will be the day after Labor Day and Virginia reverts to standard time on September 6.

As another illustration in this immediate area, and you do have illustrations from all over the country, my company happens to operate across the narrow part of Virginia between North Carolina, Tennessee, and into West Virginia. We have a situation there within 96 miles where North Carolina and Tennessee on one side stay on standard time. The two counties in Virginia adjacent to Tennessee remain on standard time the year around. Between Bristol and Blue-

field, W. Va., Tazewell County goes along with the rest of the State of Virginia, and you have Bluefield, W. Va., which observes the time as set by the State Legislature of West Virginia, which is from the last Sunday in April until the fourth Sunday in September, so in a 96-mile run there we have five schedule changes a year, and you can never adjust their schedules so people can get to the points that they want to be at the time they want to be there.

Another illustration is the 50 miles from here to Fredericksburg. With the new interstate highway it is going to be about 50 minutes running time, and you have a situation there of people actually living in Fredericksburg today commuting to Washington and their time is daylight time only from Memorial Day to Labor Day, and this creates an impossible scheduling situation.

In the intercity bus business today in order for a run to be profitable you have a combination of long-haul passengers and the use of those same buses to handle the passengers at intermediate stations, so you can see what an impossible situation we have, and this is summed up in the statement. This is generally our position. We take no position of one bill against another. We think you have qualified experts on that.

What we favor in the bus industry is uniform time.
(The statement referred to follows:)

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLETTESVILLE, VA.

Mr. Chairman and members of the committee, my name is R. A. Trice and I am vice president and traffic manager of Virginia Stage Lines, Inc., Charlottesville, Va., a motor common carrier of passengers, operating in interstate commerce under rights conferred by the Interstate Commerce Commission and in intrastate commerce by authority of certain State regulatory agencies.

I appear before your committee as spokesman for the National Association of Motor Bus Owners of which my company is a member. This organization, commonly called NAMBO, is the national trade association for intercity bus operations, and its members include the Greyhound, Trailways, and independent carriers who provide approximately three-fourths of such service throughout the United States and a number of Canadian Provinces.

I am also authorized to present the views of the National Trailways Bus System, an association of nearly 50 independent intercity bus carriers, of which my company is a member.

My testimony is directed primarily to H.R. 4702 and H.R. 7891 introduced by Chairman Harris of the full committee and the chairman of this subcommittee, respectively.

These measures would authorize the agency administering the proposed Time Act to establish time subzones during the summer months thus effecting the equivalent of daylight time by transferring such subzones to the standard zone immediately to the east. As Mr. Ramspeck has pointed out, enactment of this type of legislation would constitute a highly effective remedy for the chaotic situation which results from the lack of uniform time standards, particularly during the summer. As your committee knows, there are two aspects to the problem. One involves the situation in which individual communities or other areas, often adjacent to one another, observe different standards—some on daylight time and others on standard. The other facet is the difference in the dates on which the changes from one time to the other become effective.

For a number of reasons the intercity bus industry and its passengers are more seriously affected in terms of expense, inconvenience, and confusion than is the case in any other form of transportation. In the first place, our industry transports about a third more passengers annually than do the railroads and the airlines combined. Secondly, almost every community in the Nation and nearly every mile of the main rural highways are served by our buses. The Official Bus Guide, which is published monthly and contains the timetables of all the

principal carriers, is approximately the size of the Washington telephone directory and lists about 370,000 bus arrival and departure times. The schedules shown therein must be revised a minimum of twice a year solely because of the change to or from daylight time for all communities which observe advanced time. In many cases, four annual revisions are involved because of the discrepancies in the dates on which the time changes become effective for States or individual communities.

In addition to the problems involved in the preparation of this official guide, which is used for routing passengers by 25,000 or more ticket agents all over the country, is the preparation and printing of timetables by the individual carriers for use in their terminals and for general distribution. One of the major carriers reports that, at present, timetables are printed and distributed five and one-half times a year on the average. If uniform time, as proposed by these bills, were in effect this could be reduced to three times a year.

It is estimated that an additional expense of at least \$250,000 annually is incurred by the carriers as a result of this chaotic situation for printing alone. This takes no account of the additional man-hours expended in scheduling departments in an attempt to rearrange service; the cost of these operations is undoubtedly several times the mere printing expenses, but it is impossible to attach a price tag to it.

The problems arising from this confusing situation are by no means limited to their impact on the carriers. Inevitably they detract from the effectiveness of our service and this, in turn, affects our patronage and revenues. To avoid burdening the record with a mass of detail, some of which would be repetitive, I shall offer only two illustrations.

The two illustrations that I would like to use cover a very small territory in relationship to the United States as a whole; however, I believe these two illustrations will point out why, in our opinion, this matter of time uniformity is a matter the Congress should handle rather than leaving it up to the individual States or local subdivisions.

The State of Virginia is bounded by the District of Columbia, the States of Maryland, West Virginia, Kentucky, Tennessee, and North Carolina. On the last Sunday in April the District of Columbia, Maryland, and West Virginia go on daylight saving time. By law, the States of Kentucky, Tennessee, and North Carolina remain on standard time the year around. Now, on the Sunday after Memorial Day, by State law, the State of Virginia goes on daylight saving time, except that the counties adjacent to the District of Columbia, namely Fairfax and Arlington, are permitted to go on daylight saving time the last Sunday in April and then the counties which adjoin Kentucky, Tennessee, and North Carolina, namely Lee, Wise, Dickerson, Buchanan, Scott, Smyth, Russell, and Washington, remain on standard time the year round. Then, on the Sunday before Labor Day, the State of Virginia, other than the above exceptions, reverts to standard time except for the two counties adjacent to the District of Columbia which remain on daylight saving time until the last Sunday in October. In the meantime, the State of West Virginia reverts to standard time on the fourth Sunday in September.

This means that a carrier operating in this very small area, in order to have an up-to-date schedule for the traveling public, must completely revise and print schedules for the last Sunday in April, the Sunday before Memorial Day, the Sunday before Labor Day, the fourth Sunday in September, and the last Sunday in October. Not only is this expensive and time consuming but it is confusing and inconvenient to the traveling public.

The first illustration concerns a very short run of 96 miles between Bristol, Va.-Tenn., and Bluefield, W. Va. Bristol, Va.-Tenn., remains on standard time the year round. Between Bristol and Bluefield this bus passes through Washington and Russell Counties, the first two counties out of Bristol about halfway to Bluefield, which remain on standard time. The next county that we reach is Tazewell which goes along with the majority of the State of Virginia and observes daylight saving time from the Sunday after Memorial Day to the Sunday before Labor Day. Bluefield, W. Va., in the meantime, goes on daylight saving time on the last Sunday in April and reverts to standard time on the fourth Sunday in September.

From this example, I think you can see the impossible situation that arises in trying to schedule service to take care of the passengers.

For the second illustration, let's take a commuter passenger from Fredericksburg, Va., approximately 50 miles from the District of Columbia. On April 25 he could leave Fredericksburg at 7:55 a.m. and arrive in Washington at

9 a.m. On April 26, leaving Fredericksburg at 7:55 a.m., Fredericksburg time, he will arrive in Washington at 10 a.m. eastern daylight time. Then on May 30, the bus that departs Fredericksburg at 7:55 a.m. will be departing Fredericksburg at 8:55 a.m. It might be asked why we can't change the schedule out of Fredericksburg. This particular 7:55 a.m. departure out of Fredericksburg is a through bus from Tampa, Fla., to New York. So let us assume that we have a passenger in Fredericksburg who wants to arrive in Washington at 9 a.m.; on April 25 he departs Fredericksburg at 7:55 and arrives in Washington at 9 a.m. On April 26, for this passenger to arrive in Washington at 9 a.m. we would have to depart Tampa, Fla., an hour earlier and the passenger will have to depart Fredericksburg at 6:55 a.m., Fredericksburg time, to arrive in Washington at 9 a.m. On May 31, he will be back where he was on April 25. He will be departing Fredericksburg at 7:55 a.m. and arriving in Washington at 9 a.m. Then on October 25, we will again change the schedule out of Tampa leaving an hour later and we will depart Fredericksburg at 7:55 a.m. and arrive in Washington at 9 a.m. In the meantime, of course, we will have changed schedules a minimum of five times and whereas we may have accommodated the passenger out of Fredericksburg, we would have inconvenienced many passengers at intermediate points between Fredericksburg and Tampa.

An amusing incident occurred at our Washington terminal this spring. It is approximately 50 miles from Washington to Fredericksburg. The running time is 1 hour and 5 minutes. On the last Sunday in April when the District of Columbia goes on daylight time, a passenger departing Washington at 5:40 p.m. daylight time arrives in Fredericksburg at 5:45 p.m. standard time, or as it appears on the schedule, 5 minutes later than the departure time from Washington. A passenger approached our ticket agent in Washington at about 5:15 p.m. and inquired about the next schedule to Fredericksburg. The agent advised that the next departure would leave at 5:40 and would arrive in Fredericksburg at 5:45 p.m. The agent inquired of the man if he would like a ticket. He advised the agent that he had decided not to go but if it was all right with them, he was going to wait for the departure time to see the bus blast off.

Attached to my statement is an appendix containing excerpts from reports submitted to NAMBO by member carriers further illustrating the wide variety of difficult and confusing problems faced by them because of this lack of time uniformity. I shall not impose upon the time of the committee to read this appendix unless it is your desire that I do so.

The confusion experienced by passengers is greatly augmented in the spring and fall during the various periods when the time changes are becoming effective. It is difficult and sometimes impossible to get revised timetables printed and distributed sufficiently in advance so that the public is informed on the bus schedule changes that are to be made. In some areas, particularly where time standards are subject to local option, these periods of confusion occur four or more times a year. Especially difficult are situations in which the revised schedules have been determined and timetables printed and distributed only to find that some local community has changed its mind about whether to go on or off daylight time or revised the date of the shift.

Nor is this problem limited to short-haul operations such as that which I have just described. Large numbers of our passengers take long trips, frequently involving transfers from one busline to another or connections with rail or air transportation. Added to the confusion within our own industry is the fact that many rail schedules are based on standard time while air schedules are typically published in local time. The problem of assuring reasonably satisfactory connections under these conditions is virtually insoluble.

Our buses also transport a considerable volume of mail. Here again, the difficulty of connections arises where mail transported by bus has a prior or subsequent movement by air or rail.

This matter of interline connections is further complicated by the fact that, on many of our relatively long-haul routes, we must serve the passengers who wish to travel comparatively short distances between intermediate points. This is a basic economic characteristic of intercity bus transportation because, on many routes, neither the short-haul traffic nor the through traffic alone is sufficient to meet expenses. It is obvious, therefore, that here again is a situation where variations in time standards among intermediate and/or terminal points often make it impossible adequately to serve our different types of patrons. More than likely, if we meet the needs of intermediate passengers, our bus is likely to

depart from or reach a terminal in a large city at an inconvenient hour with a consequent deterioration of the long-haul service and loss of patronage. It is impossible, of course, to assess the volume of missed connections, failures of friends and relatives to meet incoming passengers, and myriad other frustrations resulting from this situation.

As noted earlier, this statement is limited to the urgent need for a uniform time standard. Our members have repeatedly gone on record in this respect as evidenced by the following excerpt from a resolution adopted by our association:

"Whereas the problems of scheduling and the confusion arising from daylight time zones are being annually increased and compounded: Now, therefore, be it *Resolved*, That the National Association of Motor Bus Owners urge upon the administration and the Congress that every effort be made to establish time uniformity in the coming year."

This resolution is in accord with the position of the National Trailways Bus System, the other organization to which I referred earlier and for which I am authorized to speak.

As I pointed out earlier, we strongly favor enactment of legislation as recommended by the Interstate Commerce Commission and provided in H.R. 4702 and H.R. 7891. If some modification of these bills appears essential, we urge enactment of H.R. 11483, introduced by the chairman, which is identical with S. 1033 as reported out unanimously by the Senate Commerce Committee. Our immediate and urgent concern, however, is achievement of time uniformity and we support any legislation which would contribute thereto. It is also the consensus of the intercity bus industry that general adoption of advanced (daylight) time between the last Sunday in April and the last Sunday in October is much to be preferred.

We earnestly request your committee to approve a measure which will meet the need for time uniformity. Its adoption would permit our carriers to provide a more convenient and attractive service for the approximately 460 million passengers we transport annually; it would eliminate much of the present confusion; and it would result in substantial reduction in unnecessary expense to the carriers. I am most appreciative of this opportunity to present our views and I shall be glad to attempt the answers to such questions as the chairman and members may have.

APPENDIX

EXAMPLES REPORTED BY INDIVIDUAL BUS COMPANIES

Minnesota observes daylight saving time from approximately May 24 until Labor Day morning.

Wisconsin observes daylight saving time from the last Sunday of April until the last Sunday of September. (Neighboring States stay on until the last Sunday of October.)

Iowa has local option daylight time in all cities except Council Bluffs as of this year. At the time the ordinance was passed in Waterloo City Council, the alderman proposing it was not certain when the rest of the United States went off daylight time, so he proposed a date of October 4.

Indiana was plagued with time boundary problems and year-round daylight time. To solve the problem of year-round time, the ICC issued an order redesignating the time boundary. Many community near this new boundary decided to unofficially hold "fast time." While traditionally the remainder of the State goes on central daylight time, more and more communities have been holding the fast time into the winter to correspond to eastern Indiana's eastern standard time.

The major problem, then, is uniformity of dates and observance.

Example: Minneapolis-Chicago route has five annual schedule changes due to daylight time observance in Minnesota, Wisconsin, and Illinois. Chicago and Milwaukee, 94 miles apart, are on the same time except for 1 month, September.

On two lines, Omaha-Sioux City, and Fargo-Winnipeg, our buses use two routes one on each side of a river or State line. Each route is on a different time standard.

Scenic Hawkeye Stages operates from La Crosse, Wis. to Waterloo, Iowa, with a connection from Spring Valley, Minn. to these points. This company bridges connections between three major carriers, each of whom operates primarily in a State having different time observance dates (Iowa Coaches, Iowa, April 26 to October 4; Greyhound and Wisconsin Northern, Wisconsin, April 26 to September 27; and Jefferson, Minnesota, May 24 to September 7). The first of three carriers

may also have difficulty because it serves the Dubuque area, which in the past has observed a fourth set of dates April 26 to October 25, to coincide with Illinois.

This lack of uniformity costs Greyhound in the neighboring of \$5,000 to issue timetables on odd dates.

The big cost is in having part of the United States observing standard time and part observing daylight time. If observance was national, two less annual schedule changes would be needed. Greyhound spends about \$320,000 a year on timetables, of which at least \$100,000 might be saved.

While customer inconvenience is an intangible cost and our first concern, other tangible costs attributed to time confusion are:

Timetable printing.

Schedule negotiation between carriers.

Overtime to hourly terminal personnel on change dates.

Change or replacement of departure signs or boards.

Explanation time during telephone information calls.

Drivers run bids posting.

Mr. STAGGERS. Wonderful. That is what we are trying to get at here. Your statement will be included in the record. As you say, you hope for uniformity or some orderly procedure instead of the thing that is happening in the Nation today.

Mr. TRICE. We certainly do, Mr. Chairman.

Mr. STAGGERS. You think then, perhaps, that the Congress is the agent and the industry by which this should be accomplished?

Mr. TRICE. I think we have an excellent parallel to that. In a section of the country which I am familiar with, and I am sure you are, where Virginia, Kentucky, and Tennessee come together there, we have a situation of three different times. I don't see how anybody other than the Federal Government can control that situation, and I am from a States rights State, but I believe time is something Congress has to look into.

Mr. STAGGERS. The previous witness had said it is something that everyone is interested in and certainly we all want to know where we are going and we should have some uniformity to it. I can understand what is happening in the next door neighbor State or some place when people are going to some other destination. That is all I have.

Mr. Van Deerlin?

Mr. VAN DEERLIN. No thank you, Mr. Chairman.

Mr. STAGGERS. Mr. Curtin.

Mr. CURTIN. No questions, Mr. Chairman.

Mr. STAGGERS. I want to thank you again for your statement. You represent a very responsible segment of the economy.

Mr. TRICE. One thing I did want to mention to the committee is that we don't take in as much money as the railroads and airlines, but we haul about a third more passengers than the railroads and airlines combined and we serve many more communities than of course the railroads and airlines combined, so ours I suppose is the biggest problem in surface transportation.

Mr. STAGGERS. I am sure of that. You get to the grassroots. Thank you again.

Mr. TRICE. Thank you, sir.

Mr. STAGGERS. Our next witness will be Mr. Jack M. Slichter, vice president of the Air Transport Association of America.

STATEMENT OF JAMES B. EHRLICH, FEDERAL AFFAIRS DEPARTMENT, AIR TRANSPORT ASSOCIATION OF AMERICA

Mr. EHRLICH. Mr. Chairman, my name is James B. Ehrlich of the Air Transport Association of America. I have with me this statement of Mr. Slichter of the Air Transport Association and also the following witness, Mr. Donald E. Britt, assistant to the president, Piedmont Airlines, Winston-Salem, N.C.

These two gentlemen are unable to be here this morning and have asked me to introduce their statements for the record if the chairman will so permit.

Mr. STAGGERS. That certainly shall be done. Do you have any oral statement to make besides?

Mr. EHRLICH. No, sir; I believe the statements will stand on themselves.

Mr. STAGGERS. Might I ask you this in summary before you leave? Are these in favor of some legislation?

Mr. EHRLICH. Yes, sir. Mr. Slichter's statement specifically supports H.R. 4702 and H.R. 7891, saying that either one of these pieces of legislation would achieve the uniformity that you would seek in this matter, and Mr. Britt's statement does not address itself to any particular legislation, but generally is the subject of time uniformity and points out very pointed situations and problems in his area in West Virginia, the areas that they serve.

Mr. STAGGERS. Fine. Thank you very kindly Mr. Ehrlich. Do you gentlemen have any questions?

Mr. VAN DEERLIN. No. I am certainly impressed, Mr. Chairman, however, by the repetition of West Virginia's problem here. It must be real chaos.

Mr. STAGGERS. I wouldn't say that it is any more so than any place else in the Nation. They just happen, I expect, to run into West Virginia once in a while. We want to thank you, Mr. Ehrlich, and for the two statements and for the support.

Mr. EHRLICH. Thank you, Mr. Chairman.

(The statements referred to follow:)

STATEMENT BY JACK M. SLICHTER ON BEHALF OF AIR TRANSPORT ASSOCIATION OF AMERICA

My name is Jack M. Slichter. I am vice president of the Air Transport Association of America. On behalf of the scheduled certificated air carriers who make up our association I should like to comment on a number of bills being considered by this committee, all of them relating, in one way or another, to the establishment of uniform time standards. They are: H.R. 2335, H.R. 2532, H.R. 3114, H.R. 4702, H.R. 6284, H.R. 7891, H.R. 11206, H.R. 11210, H.R. 11407, and H.R. 11483.

At the outset I should like to express our appreciation for the opportunity extended us to testify on these bills. And, more than that, I should like to convey our gratitude to the committee for concerning itself with this problem—with the confusing and sometimes costly practices which have evolved since the Standard Time Act was adopted in 1918. In addition to conveniencing the traveling public and the common carriers who provide transportation throughout the country, we believe that orderly regulation of time, based upon clearly defined boundaries and geared to the tempo of the 1960's, will benefit the Nation as a whole.

From the airlines' point of view, there are three primary areas of concern: (1) the present lack of uniformity of dates for changing to and from daylight saving time; (2) the need for time uniformity within urban areas comprising

major transportation and business hubs; and (3) the necessity for the airlines to continue to apply Greenwich time to air traffic control and, in some cases, within an individual company for operational purposes.

Airline public timetables are published in terms of local time—either daylight saving time or standard time, whichever prevails at the city concerned. This practice was started several years ago to eliminate some of the difficulties and confusion in informing the public which cities observed daylight time and which observed standard time—and it has worked quite well, particularly for flight schedules to and from communities adhering to a standard conversion date. In such cases schedules can be computed and timetables issued at a minimum of expense to the airlines and with a maximum degree of assurance that the public will be correctly informed.

Unfortunately, however, all of the sections of the country observing daylight saving time do not adhere to a uniform conversion date. So, in order to present correct and current information to the public, the airlines are obliged to recompute schedules and reissue timetables each time another community changes over to daylight time, or vice versa. The exact costs attributable to these practices are difficult to compute, since the airlines may use such occasions to make other adjustments to schedules. But there is no doubt that a uniform changeover date would permit a reduction of costs.

Of immediate importance to the public is the fact that there are times when the airlines find it impossible to adjust schedules to accommodate nonuniform time changes without adversely affecting the public in other cities. When such situations arise the airlines must choose the course which would offer the best service to the maximum number of passengers and, as a consequence, some communities may suffer. However, we believe that it is in the public interest to publish timetables in local times and we see nothing in the proposed bills to overturn that practice.

With a view toward greater convenience to the public and with an eye on airline economy, we are in favor of any legislation designed to establish a uniform date for time conversion. We believe that H.R. 4702 and H.R. 7891 will achieve such uniformity at the same time leaving it to the agency designated by Congress to "define the limits of an advanced time subzone" to be operative from the last Sunday in April through the last Sunday in October each year. These bills are our preferences among those being considered since, in our view, they represent a balancing of the need to consider the requirements and desires of communities affected by time changes and the very pressing need for a uniform conversion date which I have emphasized.

Our second point concerns the need for time uniformity within closely associated business and transportation areas. An airport usually serves a large geographical area which may extend across State boundaries. In fact, in some instances, a community airport may be physically located in another State. Washington, D.C., and Cincinnati, Ohio, are good examples. While we have no specific proposal in this regard, we do wish to urge caution in establishing the boundaries of primary zones or subzones so that persons and businesses within a given community of interest will be operating on the same time standard.

Third, the airlines must make use of Greenwich time for air traffic control purposes. As a result certain internal operational procedures must also be keyed to Greenwich time. The Federal Aviation Agency has established Greenwich time as the standard for air traffic control. This, of course, was done in the interest of safety—in order that there could be absolutely no question that pilots, dispatchers, and traffic controllers were all on a common time basis for flight clearances. We are confident that all of the bills would leave this undisturbed, but out of caution we mention our need to use Greenwich time so that our right to do so will be made clear under any legislation that may be adopted.

Certain of our member airlines also apply Greenwich time to internal functions which may involve the safety of life and property in the air. For example, some airlines use Greenwich time as a standard for radio, telephone, or teletypewriter messages in order to eliminate misunderstanding among personnel located in many different time zones. Since these are wholly internal functions and in no way involve the general public, we submit that there is no reason for restricting the practice.

Because of our conviction that a nationwide standard time program ought to take into full account its effects upon the vital economic interests of communities and industries all over the country, we believe the Department of Commerce, its experience and responsibilities considered, is the appropriate govern-

mental agency to administer such a program. Accordingly, we urge that it be the department so designated by Congress.

In summary, the airlines urge Congress to provide for the establishment and observance of a uniform system of time standards and measurement for the United States. We strongly support uniformity in time conversion dates, and urge that any time boundaries take into account the needs of the entire community and not just an entity thereof. In the interests of safety, we request that Congress make clear that no interference with the use of Greenwich time for air traffic control and other operational purposes is intended.

STATEMENT OF DONALD E. BRITT, ASSISTANT TO THE PRESIDENT, PIEDMONT AIRLINES, WINSTON-SALEM, N.C.

My name is Donald E. Britt, and I am assistant to the president of Piedmont Airlines, based in Winston-Salem, N.C. Piedmont is one of the 13 local service, or regional, airlines stretched across our Nation. The nature of our operation requires that we make a number of stops along our route system to enplane and deplane passengers, and we are thus quite familiar with the matter of local communities exercising individually the right of local option in dates for switching over from daylight time to standard time and from standard time to daylight time. And I therefore believe that this testimony represents the view of the other local service airlines, and, for that matter, the trunk or long-haul airlines as well.

I shall, if I may, use Piedmont Airlines as an example of problems arising from clock juggling for two reasons: First, because I am obviously more familiar with Piedmont than with the other carriers, and secondly, because we consider Piedmont to be a classic example of an air carrier confronted with variations in time standards. I therefore trust you will forgive me if at least some of what I have to say from here on has the sound of a commercial for Piedmont.

One of the most vexing problems existing today for the traveling public is the variation in time standards used in communities to and through which the public travels on common carriers. Villages, cities, counties, and States have over the years established their own cut-on and cut-off dates for daylight saving time wherever it is in effect, thus creating difficulties for travelers. As an example, when one municipality goes to daylight time on one date in the spring, another on another date, another on another, and still another on another, for as many as a half dozen variations from community to community, the air traveler is beset with a genuine challenge to determine what really is the correct time as he moves from point to point. The switchovers to daylight time may begin in mid-April and some communities do not change over until late June. This means then a 2-month period of uncertain time standards for the airline passenger, and the process is repeated again in the fall. Speaking at the very least for Piedmont Airlines, and I am confident for the other air carriers as well, we value our passengers too highly and need them too much to want any element of uncertainty or confusion put in their way.

A definite and measurable expense to all the airlines is the required reprinting and redistribution of system timetables with each time change at some individual point or group of points on the system. This expense is a concern of considerable magnitude to the public carriers. Piedmont, as an example, prints 75,000 passenger timetables to conform to switchovers from daylight time to standard time and standard time to daylight time, at a cost to our company per printing of about \$5,000. If the Federal Congress enacts legislation which would establish daylight time to begin the last Sunday in April and end the last Sunday in October annually in the regions using daylight time, we would be able to reduce the number of our schedule changes per year to two, thus saving Piedmont a substantial amount of money over the years, significant to an air carrier attempting to curtail and eventually eliminate the need for Government subsidy. We know you are also responsive to this ambition of ours to reduce subsidy and that you are interested in helping us arrive at this goal in every practical and expedient way.

Larger airlines can, of course, save even more with uniform cut-on and cut-off dates since printing of passenger timetables for customers numbering in the millions per year represents a phenomenal expense in printing cost alone, not to mention man-hour expenses making the revisions, necessary aircraft rerouting, etc. It is also significant that the bus industry has testified that it spends

"\$250,000 annually for printing alone as a result of this chaotic situation." The "chaotic situation" referred to is, of course, the vast variety of time changes with which that carrier must also contend.

Please let me emphasize that we are not here advocating making daylight time nationwide in application nor do we attempt to eliminate daylight time in communities that have it or want it. We are taking no position relative to the virtues or vices of daylight time, and we are simply advocating here today making uniform the dates for the beginning and ending of daylight time annually in the communities that use it.

I said earlier that Piedmont is a classic example of a public carrier victimized by undue expense and bewildered passengers because of differing cut-on and cut-off dates. A quick review of the last 3 years will graphically illustrate the point. In 1962 the District of Columbia, Maryland, and the Arlington, Va., area, all served by Piedmont, went on daylight time May 1. The other Virginia cities beside those near Washington began daylight time May 30. The city of Bluefield, W. Va., served by Piedmont, perhaps because of its proximity to Virginia which was already on daylight time, went to daylight time June 25. At the end of the daylight time period in the fall, Bluefield and the other Virginia cities, except Arlington, Va., went back to standard time September 4, while the District of Columbia, Maryland, and the Arlington community went back October 28.

Turning to 1963, the District of Columbia, Maryland, and West Virginia, all began daylight time on April 28 while Virginia began May 30. At the end of the summer, the District of Columbia and Maryland returned to standard time October 27, after the Virginia cities had returned September 3 and West Virginia, September 30. (Incidentally, I am glad for this opportunity to pay tribute to our chairman's home State of West Virginia for eliminating in 1963 the varying switchover dates for daylight time in that State with the issuance of a proclamation from the Governor of West Virginia making the uniform cut-on and cut-off dates statewide, the fourth Sunday in April and the fourth Sunday in September. It is furthermore to be hoped that the new Governor of West Virginia, whoever he may be, will cause the cut-off date for daylight time to be the fourth Sunday in October rather than the fourth Sunday in September, thus conforming both in spirit and in truth to the intent of the legislation before us.)

Turning to the present year of daylight time, we find that West Virginia, as we have already indicated, began daylight time on April 26 and so did the District of Columbia, Maryland, and the Arlington community. However, Virginia went to daylight time May 31, over a month after the others. The cut-off dates to which we can look forward this fall are as baffling as ever. Virginia, except for the Arlington area, goes back to standard time September 7, while West Virginia goes back September 27 and the District of Columbia, Maryland, and the Arlington area returns to standard time October 25. This means that Piedmont can anticipate three schedule changes this fall at a cost of both money and trouble and at an even larger cost of bewilderment and confusion of passengers and shippers using our services.

To illustrate the matter, I show you now two copies of our passenger schedules, one effective April 26 and the other effective May 31. As we have said, all the affected areas went to daylight time April 26 with the exception of Virginia which used the May 31 date, thus the change was made solely for the purpose of accommodating the Virginia situation. Let me emphasize that we had no reason to change anything else on the schedule nor did we in fact change anything else on the schedule other than to take cognizance of the fact that Virginia had gone to daylight time. However, in order to make the change, which would seem relatively minor, a total of 1,204 revisions were required, since a substantial number of our flights serve the Old Dominion.

And speaking of Virginia, one of the airlines serving that State wrote a letter to one of the State officials last March asking about daylight time cut-on and cut-off dates for 1964. I quote from the painstakingly worded reply the airline received, not of course to single out Virginia for special concern but merely to illustrate the areas of confusion around, through, and over which the common carriers operate and the kind of situations with which we and our passengers must wrestle: "With two area exceptions, daylight saving time will be effective beginning at the first moment of the Sunday following Memorial Day and ending the last moment of the Sunday next preceding Labor Day. Alexandria, Falls Church, and the counties of Arlington and Fairfax will observe daylight saving time at the same times as the District of Columbia, or from the first moment of the last Sunday in April until the first moment of the last Sunday in October.

The cities of Bristol and Norton and the counties of Lee, Wise, Dickerson, Buchanan, Smyth, Scott, Russell, and Washington will not observe daylight time but will remain on eastern standard time."

And it is with that commentary on the complexity of our times that I rest my case with the plea for Federal legislation establishing one uniform cut-on date in the spring and one cut-off date in the fall for daylight time in communities that have it.

Thank you most sincerely, gentlemen, for the opportunity of appearing before you today.

Mr. STAGGERS. Mr. Stephen S. Halsey, of the American Express, appearing for the American Society of Travel Agents.

**STATEMENT OF STEPHEN S. HALSEY, AMERICAN EXPRESS,
WASHINGTON, D.C.**

Mr. HALSEY. Mr. Chairman, I don't need to come up unless you want to get into the questioning. We don't have a statement prepared. I would like to say that I am Stephen S. Halsey, vice president of American Express Co., and I am appearing today as a member of the Governmental Affairs Committee of the American Society of Travel Agents, ASTA, which society has a membership of approximately 1,700 travel agents operating approximately 2,400 agency locations located in every State and territory of the United States.

ASTA is the only trade association of professional travel agents in the United States and Canada. It is the spokesman of the travel agency industry and is dedicated to the interests of the traveling public. We are not planning to submit a statement, but I want to express ASTA's support for time uniformity legislation. They are not supporting any particular bill.

Mr. STAGGERS. You do want some legislation to come out.

Mr. HALSEY. Yes, sir. We are looking to Congress, we hope this session, to produce some legislation on time uniformity and we will support it.

Mr. STAGGERS. We hope we can accommodate you.

Mr. HALSEY. Thank you, sir.

Mr. STAGGERS. That is our intention if we can. Do you gentlemen have any questions?

Mr. CURTIN. No questions.

Mr. VAN DEERLIN. No questions.

Mr. STAGGERS. Thank you very kindly, Mr. Halsey.

Mr. HALSEY. Thank you.

Mr. STAGGERS. We have with us this morning two gentlemen who have been interested and have presented formal statements, but they are also, I guess, interested in this new proposal and I would like to recall both of them, since they are in the room here, if I might, for a brief statement to give us their views at this time since we have finished with our scheduled witnesses. They both appeared before in support of the legislation and I would like to call at this time a former Member of Congress, Mr. Bob Ramspeck, and see if you have any further statement to make.

STATEMENT OF HON. ROBERT RAMSPECK, CHAIRMAN, COMMITTEE
FOR TIME UNIFORMITY, WASHINGTON, D.C.—Resumed

Mr. RAMSPECK. Mr. Chairman, I have been serving as chairman of the ad hoc committee called the Committee for Time Uniformity. We are primarily interested in dates in which daylight time is established and the time it is cut off. All sorts of dates now are being used, which creates confusion, causes a lot of money to be spent to reprint schedules, and makes it difficult for people to get accustomed to what time is being used in certain areas and communities with which they deal. The new draft which you referred to would be satisfactory to us.

Mr. STAGGERS. It sets up a time for the bringing in of daylight saving time and cutting it off.

Mr. RAMSPECK. That is right.

Mr. STAGGERS. What are the proposals?

Mr. RAMSPECK. The last Sunday in April and the last Sunday in October. We have not as a committee entered into the discussion of whether a community, or a State, or the whole country should have daylight saving time or not have it. That is not important to us in what we are trying to do, which is to get uniformity. I do think that it is a matter which has to be handled by the Congress if we are going to have any uniformity.

The local communities and the States cannot establish uniform time. Of course, theoretically it is possible that all the legislatures in the 50 States might agree on a bill, but in my experience in the Government that is something that is to be hoped for sometime, but not often achieved and we think Congress ought to act on this.

We also think that, as far as the common carriers are concerned and those operations that are regulated by the Federal Government, the agency which administers the Federal legislation should have some means of enforcing their decisions, and it is our hope that the Congress might find time before they adjourn to pass some legislation. We support any bill which will accomplish that.

We think this new draft, maybe with a few technical changes, would be all right. We think the bill H.R. 4702 and the one you introduced are both good bills, but I would like to emphasize as strongly as I can that the people who have been working together in this ad hoc committee are primarily concerned with getting uniformity so that we won't have a situation that you are going to have here right in Washington come Labor Day when the District will still be on eastern daylight time and Richmond, Va., will be on eastern standard time.

Those things are confusing. They are costly to the common carriers, to the communications industry, to the television industry, to the bankers. They have an interest in this thing because they have to clear checks, and it is just a chaotic situation which exists today and nobody but the Congress of the United States can solve.

I want to express our thanks to you, Mr. Chairman, and to the members of the committee for holding this hearing. I hope that you may find time to report a bill. I will be glad to answer any questions that might be asked, Mr. Chairman.

Mr. STAGGERS. I have no questions, Mr. Ramspeck. I would say this to you. I want to thank you for coming and adding your voice to this

because I think now is the time for everyone who is interested to speak out, and there are differences of opinion about how the thing should be done, but I think everybody says there should be uniformity of time in America. Mr. Van Deerlin, any questions?

Mr. VAN DEERLIN. No questions.

Mr. STAGGERS. Mr. Curtin?

Mr. CURTIN. No questions.

Mr. STAGGERS. Thank you again.

Mr. RAMSPECK. Thank you.

Mr. STAGGERS. I would like to hear from Mr. Robert Redding who has been very interested in all of this. He has been the general counsel for the Transport Association of America. Bob, would you care to add your comments here at the closing of these hearings?

STATEMENT OF ROBERT E. REDDING, VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA, AND EXECUTIVE DIRECTOR AND SECRETARY, COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.—Resumed

Mr. REDDING. Thank you, Mr. Chairman.

Good morning, gentlemen. I certainly could not speak for more than our chairman, Mr. Ramspeck, has said. We have appreciated his willingness to serve as the chairman of this ad hoc committee, which he has done without compensation. We have been engaged in this project for something like 2 years now in trying to bring about through cooperative action some elimination of clock confusion, and I think that the only thing I might add to what he has said is to impress upon you and state for the record the widespread support that has been generated in that short period of time.

Attached to Mr. Ramspeck's statement which was submitted when he appeared before is a list that I would call again to your attention of the companies and organizations which have been associated with the committee for time uniformity which at the time numbered some 32 in number and in addition to that a wide number of Federal, State, and local government departments and agencies that have worked with us.

Since that time another half dozen or so national organizations have come forward to support this effort, including, for example, the Railway Labor Executives' Association, and the Air Line Pilots Association, Metropolitan Washington Board of Trade, the National Industrial Recreation Association, REA Express, and this morning you have heard from the American Society of Travel Agents. The statement has just been submitted today by the American Mutual Insurance Alliance, and so in my experience of working with this everywhere we have turned we have found an interest in this problem.

I can say safely that to my knowledge there is no organized opposition that has come forward from any quarter of the economy to the efforts that we have undertaken. We have been successful in several States in bringing them into conformity on the cutoff dates, but the general sentiment that we have noted is to the effect that it does require congressional action to resolve this problem.

We have noted no expression of States rights that would say anything to the contrary. When the subject was presented before the

U.S. Senate last year, culminating in the unanimous reporting out of S. 1033, there was at that hearing a member of the Virginia State Legislature who offered resolutions from his State to the effect that Congress should take action.

We have received clipping services of all the clippings across the country and I have personally read more than 1,500 clippings just within the last month and a half. There have been extensive news stories from coast to coast and practically all of the editorials that have been written have strongly urged something be done and hopeful of the fact that Congress might act, Mr. Chairman, so I think the one thing I would like to leave with you is that we have had the transportation industry, the communications industry, the finance industry, the travel industry, the farming organizations, if you please, as well as labor which have all joined together here in urging the Congress to take appropriate action, and of course we have had 10 bills pendings, each of which has a little bit different approach to the problem.

We have since the last hearing endeavored by consultation with your staff and others interested in the organization to develop something that might be workable, including the staff of the ICC, and we certainly hope, Mr. Chairman, that you and the members of your subcommittee will take the initiative here to do the best you can to report out a bill.

I am sure it will be welcomed in every quarter of the country and I don't believe I am overstating it when I say that.

MR. STAGGERS. I appreciate that very much, Mr. Redding, and your statement. At this time I would just like to interject that I have a communication from the American Mutual Insurance Alliance, that they are for not one single bill, but the different bills to bring about uniformity of time, and I would like to at this time put this into the record, but it says they are for some approach to bring some uniformity of time. This shall be included in the record.

(The information referred to follows:)

AMERICAN MUTUAL INSURANCE ALLIANCE,
Chicago, Ill., August 3, 1964.

Re H.R. 7891 and H.R. 11206 and related bills, Standard Time Act.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Commerce and Finance, Interstate and Foreign
Commerce Committee, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: Although the American Mutual Insurance Alliance has not requested to be heard on the above legislation we would like to express our interest in the general objectives and purposes of these bills.

The alliance is a trade association composed of approximately 110 member companies which operate in the mutual fire and casualty insurance field and write some 50 percent of such business in the United States.

We believe that a more uniform system of time observance throughout the United States and a uniform switchover date to and from standard time would be beneficial to all segments of the economy. Regardless of the differences found in these bills the uniformity that would result from enactment of this legislation will contribute to greater safety of operation on the highways and in the air and will eliminate much of the confusion which now exists in time schedules throughout the Nation.

Very sincerely,

WALLACE M. SMITH.

MR. STAGGERS. I had an oral communication from the Railway Labor Executives' Association that they will communicate in writing with this committee, going on record in support of the objectives of the bills

under consideration that will create uniformity of time in the community.

While you are there I would like you, if you would, to take 2 or 3 minutes and recite some of the organizations of national scope who have endorsed this. Maybe some of the members of the committee were not here at the prior hearing.

Mr. REDDING. All right, sir. I shall first list, Mr. Chairman, the companies in private enterprise, so to speak, that have been concerned with the problem and they will include the following: the Air Transport Association, the Amalgamated Transit Union, the American Banking Association, the American Farm Bureau Federation, the American Hotel & Motel Association, the American Mutual Insurance Alliance, the American Short Line Railroad Association, the American Telephone & Telegraph Co., the American Trucking Associations, the American Waterways Operators, the Association of American Railroads, the Association of Local Transport Airlines, the Association of Oil Pipe Lines, the Association of Stock Exchange Firms, the Insurance Institute of Highway Safety, Investment Bankers Association of America, National Association of Broadcasters, National Association of County Officials, National Association of Manufacturers, National Association of Motor Bus Owners, National Association of Securities Dealers, National Association of Travel Organizations, National Bus Traffic Association, National Business Aircraft Association, National Council of Farmer Cooperatives, National Grange, National Industrial Traffic League, Pacific American Steamship Association, Pacific Coast Stock Exchange, Transportation Association of America, U.S. Independent Telephone Association, Western Union Telegraph Co., and those which I mentioned earlier.

Just last week, Mr. Chairman, the American Municipal Association in its national convention adopted a strong resolution advocating congressional action in this field, and would you care for me to list the Federal and other State and local governmental interests that have cooperated with us in the undertaking?

Mr. STAGGERS. I think it might be wise. It will not take much time.

Mr. REDDING. The Bureau of the Budget, the Civil Aeronautics Board, Coast and Geodetic Survey, the Department of Agriculture, Department of Commerce, Department of Defense, Department of the Interior, Federal Aviation Agency, Federal Communications Commission, Federal Maritime Commission, General Services Administration, Interstate Commerce Commission, Naval Observatory, Post Office Department, Weather Bureau, and the Council of State Governments has cooperated with us, the National Association of State Aviation Officials, the American Association of Motor Vehicle Administrators, the International Association of Chiefs of Police, the conference of mayors, and finally, I would like to bring to your attention that last January the Advisory Commission for Inter-Governmental Relations, which works to bring about closer liaison among all levels of government, Federal, State, and local, unanimously approved a resolution urging the Congress to take appropriate action and that motion was offered by one of the county governmental officials at that formal meeting, so this gives you gentlemen then some impression of the interests both private and governmental, which have taken the time and trouble to express a desire for the elimination of clock confusion.

Mr. STAGGERS. I want to thank you. I wanted to get that into the

record because I never in all my time in Congress seen so many interests that represent the economy of the Nation interested in one project as are getting behind this and also that are asking for congressional action, realizing that the States cannot do it, and I think from that if we listen to the interests of the people that we serve it is certainly a mandate to the Congress to take action.

Do you have any questions, Mr. Van Deerlin?

Mr. VAN DEERLIN. No, thank you.

Mr. STAGGERS. Mr. Curtin?

Mr. CURTIN. Just one, sir, in relation to your investigation into this matter and reading the clippings of newspapers, and so forth. Do you know of any particular individual, group, or association that is opposed to this legislation?

Mr. REDDING. I know of no interest, individual or otherwise, who would oppose doing something to achieve greater time uniformity, Mr. Curtin. I guess I have read all of the clippings that have been developed on this subject in the last 2 years and have worked with more people involved in this problem than most other people.

I would say to you that the only interest I might know of that has any quarrel with daylight saving time as such is that element of the economy that involves the outdoor theater interests, but to my knowledge even those interests acknowledge the need for greater time uniformity. They have so indicated to me and, while I have seen occasional clippings coming from various States where daylight saving time is being proposed for the first time and some of these interests have expressed concern about it, I repeat that even those interests do not oppose the efforts that we have undertaken and have not stepped forward to express themselves to this committee in opposition to the objectives for which we speak.

I might also comment that in times gone by the educational interests have expressed concern about the daylight time developments in the light of the fact that this makes it necessary for children in certain areas to go to school in the darkness. As I have observed their interests, I have found, however, that those comments no longer appear to be made, principally because the adoption of daylight time where it has occurred has, for one thing, reduced the incidents, it is being claimed of juvenile delinquency by having 1 extra hour of daylight at the end of the day, and second, has reduced the degree and incidents of traffic hazards at the end of the day brought about otherwise by tired and harassed commuters traveling home in the darkness at the end of the day, but I want to emphasize of course that those considerations go to whether there should be daylight time or not, and we have taken no position on that.

We have felt that everybody acknowledges a need for greater time uniformity and our initial objectives here basically have been if you could do no more than prevail upon the areas of the Nation which observe daylight time to utilize the same switchover dates, this would be a very major step in the right direction.

Mr. CURTIN. I yield to Mr. Van Deerlin.

Mr. VAN DEERLIN. You wouldn't mean to exclude farmers from the group who have also opposed daylight saving time?

Mr. REDDING. No sir, I would not, Mr. Van Deerlin. The farmers have historically taken positions in the farming areas of our Nation against daylight time. This is not entirely true. In the State of Iowa

this year the Iowa Farm Bureau Federation did not take a position of opposition of the sweep across Iowa of daylight saving time, so that this summer for the first time in history it prevails in every single city in Iowa with the exception of one. We were concerned about the farming interests and at the very outset of our efforts, the committee of time uniformity, we appreciated the Farm Bureau Federation, the Grange, the farmer cooperatives, and even of late, the milk producers federation, to indicate to them what we had in mind doing, and throughout this entire 2-year period we have even had a farmer's representative serving on the steering committee of the Committee for Time Uniformity. We have had in this record statements submitted by the farmer cooperatives in support of time uniformity.

The Farm Bureau Federation is not formally on record with a statement to this committee, but I have been advised by its Washington representative that they would not interpose any objection whatever to any legislation that this committee, or the Congress in fact, might enact that would enhance time uniformity. While the Farm Bureau Federation and the National Grange have formal policy positions that would advocate standard time, they have cooperated with us throughout this entire period in support of greater time uniformity as a national aim.

MR. STAGGERS. Thank you very kindly. We have received a telegram from the Railway Labor Executives Association on behalf of the 23 standard railway labor organizations, representing nearly all of the several crafts and classes of railroad employees in the United States, wishing to be recorded in support of the general objectives of time uniformity bills now under consideration by this committee and looking forward to relief from the confusion and so forth. I will insert this in the record of the hearing at this point.

(The telegram referred to follows:)

WASHINGTON, D.C., August 4, 1964.

HON. HARLEY STAGGERS,
*Chairman, Subcommittee on Commerce and Finance, Interstate and Foreign
Commerce Committee, U.S. House of Representatives, Washington, D.C.:*

The Railway Labor Executives' Association, on behalf of the 23 standard railway labor organizations, representing nearly all of the several crafts and classes of railroad employees in the United States, wishes to be recorded in support of the general objectives of the time uniformity bills now under consideration by your committee.

Railway employees, particularly the many thousands whose duties involve regular travel, look forward to relief from the confusion that exists as a result of the multiplicity of time standards and the varying dates for time changeover set by State and local option. In addition to the difficulties and sometimes the hazards which confront railway employees, who observe one time in the home and one or more time standards on the job, these employees and their employers are deprived of the benefits which would accrue to them from the use of the substantial sums now expended on needless timetable changes occasioned by the lack of a rational time system.

While none of the bills under consideration by your committee appear to furnish a completely satisfactory answer to this problem, the association believes that H.R. 11483 offers the best approach and we favor its enactment.

DONALD S. BEATTIE,
Executive Secretary-Treasurer.

MR. STAGGERS. Those are all the questions I have, Mr. Redding. I want to thank again you and your organization for alerting the people of America to the problem and helping to bring to the attention of the American people this problem and getting their support for something that must be done in the Nation that has been known for its

precision and getting things done and yet we still are in a state of confusion so far as time is concerned in different parts of the country. I again want to thank you. We hope that something will develop.

Mr. REDDING. Thank you, Mr. Chairman, on behalf of the committee we certainly appreciate the interest that each of you gentlemen has taken and your efforts, Mr. Chairman, and certainly hope that some progress can be made yet this session.

Mr. STAGGERS. Fine. Thank you.

The subcommittee has received considerable material in response to this hearing and I would like to have a portion of these communications appear in the printed record.

(The material mentioned follows:)

STATEMENT OF JAMES C. GROSS, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF TRAVEL ORGANIZATIONS

Mr. Chairman and members of the Subcommittee on Commerce and Finance, my name is James C. Gross. I am executive director of the National Association of Travel Organizations, headquartered at 900 17th Street NW., Washington, D.C. I submit this statement on behalf of the members of this association, which is dedicated to the welfare and advancement of the U.S. travel industry.

Our principal concern is promoting more travel to and within the United States of America. We not only want more people to travel, but want to make certain they enjoy it, so they will repeat their travel.

Our members are the firms and organizations which provide the information, transportation, accommodations, food service, entertainment, and the many services required by travelers.

At the request of the late President Kennedy, NATO organized and has now launched a "See the U.S.A." program designed to encourage our citizens to travel in this country. President Johnson has just endorsed this program; copy of the President's letter to NATO attached.

We are deeply concerned with the matter of time uniformity in the United States both from the interest of the foreign and domestic traveler. The millions of people who travel each year in the United States for varying periods of time for business and pleasure come into personal contact with the confusion created by differences in time observance and the vagaries of the boundaries of time zones, which often do not seem to make good sense.

Travelers in automobiles, who comprise 85 percent of the travel in this country, are just as subject to inconveniences, doubts, and uncertainties concerning what time it is as are the 15 percent of the travelers who move via the public carriers. Public carrier travel, although of great concern to us, is being covered by others who are appearing as witnesses.

The automobile travelers must be constantly alert in order to know when to begin their day, when to end it, when it is time to eat, when the points of interest and attractions they want to visit will open and close, and when to set their watches forward or back.

A mistake can be costly in available travel time, or in gaining admittance to an attraction or a point of interest, or in meeting any preset engagement.

I want to point out that time confusion is a deterring factor to the travel business.

The travel business is one of the great distributors of the wealth produced in the United States, involving more than \$30 billion per year. Most of our States consider the travel business among their top three industries.

The travel industry is one of the largest employers in the United States. Add together the people involved in running hotels and motels, restaurants, transportation companies, rental car firms, gasoline stations, attractions, sightseeing facilities, travel information centers, etc., and this becomes apparent.

Foreign visitors, singly and in groups, are becoming more and more a part of the American scene. They come here to see this great country of which they have heard so much. We need to enhance their opinion of us. We must not disillusion them.

A little research discloses that time regulation is smoothly handled in most parts of the world, particularly in the areas from which we are currently drawing foreign visitors.

We respectfully urge the enactment of H.R. 4702 or H.R. 7891. In the event the committee is indisposed to acting upon either of the above-named bills, we

would then urge that H.R. 11483 be enacted which is identical with S. 1033 reported unanimously by the Senate Commerce Committee.

The National Association of Travel Organizations is a member of the Committee for Time Uniformity whose testimony will be presented by the Hon. Robert Ramspeck, chairman. NATO supports the proposals incorporated in the testimony of the Committee on Time Uniformity.

We need to modernize the Standard Time Act of 1918.

We need enactment of legislation for adoption of time uniformity in the United States.

Thank you for the privilege of submitting this statement.

THE WHITE HOUSE,
Washington, May 8, 1964.

It is with a great deal of pleasure that I commend to the people of the United States the "See the U.S.A." program sponsored by the National Association of Travel Organizations.

All Americans should learn more about their country. NATO and its members are to be congratulated for launching this drive to encourage our citizens to know and enjoy our great land. It is my hope that the entire travel industry will cooperate in this project, which complements the U.S. Travel Service campaign to attract visitors from abroad. Both programs are important to the economy and to the international relations of our Nation.

All people, our own citizens and those of other lands, who "See the U.S.A." will gain a greater appreciation of our country's attractions and resources and a fuller understanding of our heritage and history.

I wish you every success,

LYNDON B. JOHNSON.

STATEMENT BY JAMES CRANE KELLOGG III, PRESIDENT, ASSOCIATION OF STOCK EXCHANGE FIRMS

As I am sure that the members of this subcommittee fully recognize the inherent necessity for a uniform system in establishing and specifying the standard time of each of the zones, I will not dwell on the overall need for time uniformity and the technical aspects of the problem.

As president of the Association of Stock Exchange Firms, a voluntary trade association of some 600 member firms of the New York Stock Exchange, I urge the enactment of the legislation recommended in 1963 by the Interstate Commerce Commission (H.R. 4702, introduced by Chairman Harris, and H.R. 7891, introduced by Subcommittee Chairman Staggers). The prime benefit to be derived from this legislation, i.e., the standardization of the observance of daylight saving time, is of the utmost importance to the securities industry.

Our membership is nationwide and is seriously affected by the variations in daylight saving time observance in different areas of the country. As an example of the scope of this problem, I am attaching a copy of the schedule of trading hours prepared by the Association of Commodity Exchange Firms.

The Association of Stock Exchange Firms is a member of the Committee for Time Uniformity, which is composed of a number of national organizations interested in the standardization of time. We have taken a number of active measures toward increasing the uniformity of this observance throughout the Nation.

In 1962, our California members were successful in urging that State to conform its daylight saving time observance to the majority of the States that observe daylight saving time from the end of April to the end of October.

Prior to this, there were periods of time when it was necessary for our representatives in California to open their offices at 5:30 a.m. so as to be prepared to do business for the New York Stock Exchange which opens at 10 a.m. eastern standard time. This was a great inconvenience not only to their clients but also to their employees.

There are continual attempts to vary the observance of daylight saving time even in those States that are presently following the uniform rule. This year, for instance, legislation was again proposed in the New York State Legislature to extend daylight saving time throughout the year. Although this bill failed to gain passage, it would have, in effect, advanced the time zone for New York by 1 hour and increased the problems of not only the securities industry but many other groups as well.

Our member firms, through the New York Stock Exchange, perform a vital public function in serving 18 million shareholders throughout the Nation. Rapid and efficient communication is an essential element for operating a nationwide securities market. To provide these 18 million shareholders with the adequate facilities through which to transact their business, our firms must have not only adequate time in which to perform their function but also some assurance of a system of uniform time observance throughout the Nation.

In conclusion, I respectfully urge this committee to approve the enactment of H.R. 4702 and H.R. 7891 or a combination of the two. I know that I am joined not only by other representative organizations of the securities industry but also by a great number of similarly affected national groups in making this request.

Summer 1964 trading hours, Apr. 27 to Oct. 24, 1964—Prepared for its members by Association of Commodity Exchange Firms, Inc., New York, N.Y.

	Converted to eastern daylight	Local time
Commodity exchanges:		
Chicago Board of Trade:		
All contracts except cotton	10:30-2:15	9:30-1:15
Cotton	10:30-2:45	9:30-1:45
Chicago Mercantile:		
Eggs (shell and frozen)	10:20-2:00	9:20-1:00
Shrimp (Nos. 1 and 2)	10:25-1:45	9:25-12:45
Pork bellies and ham	10:25-1:50	9:25-12:50
Potatoes and turkeys	10:30-1:55	9:30-12:55
Broiler chickens	10:45-1:45	9:45-12:45
Chicago Open Board of Trade	10:30-2:15	9:30-1:15
Commodity, Inc.:		
Copper	10:15-2:50	
Hides	10:10-3:00	
Lead	10:30-2:35	
Rubber	10:05-2:55	
Silver	10:00-3:05	
Tin	10:20-2:45	
Zinc	10:25-2:40	
Kansas City Board of Trade	10:30-2:15	8:30-12:15
Memphis Board of Trade	9:30-1:30	8:30-12:30
Milwaukee Grain Exchange	10:30-2:15	8:30-12:15
Minneapolis Grain Exchange	10:30-2:15	
Local time (Apr. 27 to June 1, 8:30-12:15) (June 1 to Sept. 8, 9:30-1:15) (Sept. 8 to Oct. 26, 8:30-12:15)		
New Orleans Cotton	10:30-3:30	8:30-1:30
New York Cocoa	10:00-3:00	
New York Coffee and Sugar:		
Coffee B.	10:30-2:50	
Coffee C.	10:30-2:45	
Coffee W.	10:30-2:50	
Sugar, No. 7.	10:00-2:55	
Sugar, No. 8.	10:00-3:00	
New York Cotton Exchange	10:30-3:30	
New York Mercantile:		
Potatoes (Maine and Long Island)	10:00-1:30	
Eggs, fresh, shell	10:30-2:00	
Platinum	9:45-1:45	
New York Produce:		
Cottonseed oil and soybean oil	10:30-2:15	
Pepper	10:45-2:30	
St. Louis Merchants Exchange	10:30-2:15	9:30-1:15
Winnipeg Grain (local, Sept. 14 to Oct. 23, 8:30-12:15)	10:30-2:15	9:30-1:15
Wool Associates, wool and wool top	10:00-2:45	
Stock exchanges:		
American	10:00-3:30	
Boston	10:00-3:30	
Calgary	10:00-3:30	7:00-12:30
Cincinnati	10:00-3:30	9:00-2:30
Detroit	10:00-3:45	9:00-2:45
Midwest	10:00-3:30	9:00-2:30
Montreal	10:00-3:30	
National	10:00-3:30	
New York	10:00-3:30	
Pacific coast—Los Angeles and San Francisco	10:00-5:30	7:00-2:30
Philadelphia, Baltimore, and Washington	10:00-3:30	
Pittsburgh	10:00-3:30	
Salt Lake	10:30-1:30	8:30-11:30
San Francisco Mining	1:00-4:00	10:00-1:00
Spokane	12:00-3:00	9:00-12:00
Toronto	10:00-3:30	
Vancouver	10:00-5:30	7:00-2:30

NOTE.—Information obtained from exchanges but no responsibility is assumed for correctness. Association Bulletin No. 443.

ATLANTA, GA., August 4, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commercial Finance,
Washington, D.C.:

Standard time, being orderly, is basically right. Daylight saving time, being disorderly, is basically wrong.

With time standardized, the time everywhere is easily deducted from the time anywhere, and time differentials, once learned, need never be adjusted. Planning future activities, either locally or away, can be done with certainty and simplicity. In such of our activity, coordination is essential, and with time standardized, no problem.

On the other hand, daylight saving time causes confusion, incurs needless expense, and breeds injustice.

Travelers, transportation companies, and speakers know of the confusion caused by daylight saving time. The Sunday morning of the change is a particular instance. Church attendance is always seriously affected (adversely, of course), and going to church is esteemed as one of the best things we do. Upsetting this is bad.

The expense of readjusting timetables twice a year is estimated at not less than \$1 million. This is wasted money, a needless drain on our economy. The expense of lost time, wasted time, because people misunderstood the time is an added item probably impossible to estimate. And under daylight saving time, it is easy to misunderstand the time.

Of particular interest is the matter of cutoff dates. Schoolchildren have been admitted to classes who were born just before the cutoff date, whereas, others who were born on the cutoff date were denied admission even though, in point of time, they were half an hour older than the others, daylight saving time being the culprit in this injustice. The voting privilege could be affected the same way.

No one is inconvenienced by standard time. Those who want or like daylight saving time suffer no loss nor added expense because of standard time. Hours can be changed as needful, but the standard ought always to be constant.

Daylight saving time is an imposition on those who need standard time. There is inconvenience and added expense, to say the least.

Standard time harms no one and is a definite advantage. Daylight saving time is no particular advantage to anybody, and a decided burden to many. Even if those who need standard time are a minority, their right to standardized time ought to be respected. In this, under standard time, there is no loss, whereas, under daylight saving time, losses abound.

The conclusion is the same as the introduction: Standard time is orderly and basically right, but daylight saving time is disorderly. It augments the general confusion of the age, is needlessly expensive, and even breeds injustice. It is, therefore, basically wrong.

REV. W. A. COLLINS, *East Point, Ga.*

NASHVILLE, TENN., June 17, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Daylight Time, Interstate and Foreign Commerce
Committee, House Office Building, Washington, D.C.:

Donald Washburn, administrative assistant to Mayor Beverly Briley of the metropolitan government of Nashville and Davison County, Tenn., who will testify before your committee on uniform daylight time, is authorized and requested to represent Andmea Chamber of Commerce in support of Congressman Richard Fulton's bill for uniform daylight saving time. May the record show Mr. Washburn as our official spokesman.

W. C. BAUER,
President, Nashville Area Chamber of Commerce.



U. S. SENATE,
COMMITTEE ON COMMERCE,
June 9, 1964.

HON. HARLEY STAGGERS,
*Chairman, Subcommittee on Commerce and Finance, Committee on Interstate
and Foreign Commerce, House of Representatives.*

DEAR MR. CHAIRMAN: I deeply regret that the legislative situation in the Senate will prevent me from appearing in person before your subcommittee in support of pending legislation to end the timekeeping confusion that annually confounds much of the Nation.

As one who has taken an active role in the Senate Commerce Committee's consideration of uniform time legislation, I believe the need for remedial action is urgent. We can no longer just let the situation drift along.

The dubious distinction of not being able to tell the time of day no longer rests alone with the "village idiot". The common carrier, the stockbroker, the television viewer, and the vacationing traveler are just a few of those who are penalized and inconvenienced by the present chaos in our timekeeping practices. Testimony before our committee indicated that the extra costs occasioned by our current practices exceed several millions of dollars a year in timetable publishing expenses alone, and, of course, there is no way to measure the cost of the inconvenience caused millions of Americans by the present situation.

The source of the confusion is, of course, daylight saving time, and the conflicting and various ways in which it is observed, or not observed, throughout the country. However, it seems clear to me that such obvious solutions as mandatory daylight time, or mandatory standard time, are not really solutions at all, they would force great and unnecessary changes in the practices widely and successfully observed by millions of Americans. I see no need in forcing citizens in 21 States which do not observe daylight saving time to alter their ways. Nor is there an urgent need to force people in 29 States where daylight time is followed to renounce its use. Our country is too big, too diverse, is too varied to force into a single mold.

However, even shunning these extremes, there is still ample room for major and significant improvements in our timekeeping practices. One course of action may be found in the language of S. 1033, as approved by the Senate Commerce Committee.

That bill embodies two basic principles that I would particularly like to emphasize. First, it overhauls and modernizes the 45-year-old Standard Time Act by establishing adequate standard time zones for Alaska and Hawaii, by making all our time zones consistent with international practice, by providing adequate standards to govern the administration of the act, and effective means of enforcing its provisions. Second, the bill is basically aimed at standardizing the dates on which daylight saving time is inaugurated and ended by those areas which observe it (without forcing the observance of daylight time on any area).

Action along these lines might be viewed as a minimum, but I believe it would be a highly constructive and effective step ahead, and one which could pave the way for additional improvements, as conditions warranted in the future.

With every good wish,
Yours sincerely,

NORRIS COTTON, *U.S. Senator.*

OFFICE OF CITY CLERK,
BUREAU OF RECORDS,
St. Paul, Minn., May 11, 1964.

HON. ANCHEE NELSEN,
*Representative in Congress,
Washington, D.C.*

DEAR MR. NELSEN: Enclosed is a copy of a resolution adopted by the St. Paul City Council May 8, urging our Senators and Representatives in the Congress to work for the passage of a Federal daylight saving law which would establish universal dates for initiating and terminating daylight saving time annually.

Your assistance in this matter will be greatly appreciated.

Very truly yours,

H. J. RIORDAN, *City Clerk.*

CITY OF ST. PAUL, OFFICE OF THE CITY CLERK—COUNCIL RESOLUTION

Whereas there is no Federal law establishing a uniform date for initiating and terminating daylight saving time; and

Whereas the lack of such Federal law has resulted in the use of various dates for initiating daylight saving time in various cities and communities; and

Whereas these discrepancies in the dates for initiating daylight saving time create inconvenience, confusion, and economic loss: Now, therefore, be it

Resolved, That the City Council of St. Paul, Minn., urges our Senators and Representatives in the Congress of the United States to work for the passage of a Federal daylight saving law which would establish universal dates for initiating and terminating daylight saving time annually.

Adopted by the council May 8, 1964.

Approved May 8, 1964.

AMERICAN MUNICIPAL ASSOCIATION,
Washington, D.C., August 5, 1964.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: Delegates representing 13,000 municipal governments adopted the enclosed resolution, "Time Uniformity," at the 41st annual American Municipal Congress in Miami Beach, Fla., July 29, 1964. The resolution favors the establishment of national time uniformity and urges the Congress to enact appropriate legislation for this purpose.

We understand that your subcommittee has been considering legislation in this field and has just concluded public hearing on the subject. We wish, therefore, to ask that this letter and the resolution adopted in Miami Beach be recorded as a part of the committee's record on this subject. We would further urge that the committee give favorable consideration to reporting out legislation which would accomplish the general purposes of this resolution which, we feel, would assist local governments as well as the transportation industry in coping with the problems of variation between daylight and standard time in many areas of the country.

Sincerely yours,

PATRICK HEALY, *Executive Director.*

RESOLUTION OF THE AMERICAN MUNICIPAL ASSOCIATION

Whereas the observance of time throughout the United States has become increasingly confusing since World War II because of widespread variations in standard and daylight saving time, complicated by frequent time zone boundary disputes, differing standard daylight changeover dates, and an assortment of local community options; and

Whereas such clock confusion prevails extensively at municipal levels, as indicated by the fact that 114 of 220 key cities in the Nation observe daylight saving time while the remaining 106 cities observe standard time; and

Whereas such factors have combined to create bewildering uncertainty and confusion for the American citizen, as well as great expense and burdens for the transportation, communications, and other industries; and

Whereas the problem of time uniformity is presently under active consideration in both the U.S. Senate and House of Representatives as a matter of nationwide concern: Now, therefore, be it

Resolved, That the American Municipal Association favors the establishment of national time uniformity and urges the Congress to enact appropriate legislation for this purpose; and be it further

Resolved, That this association shall cooperate with other organizations in the achievement of this objective.

Adopted at the 41st annual American Municipal Congress, Miami Beach, Fla., July 29, 1964.

HOUSE OF REPRESENTATIVES,
Washington, D.C., August 11, 1964.

HON. OREN HARRIS,
Chairman, Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that the proposed legislation referred to in the enclosed telegram from Mr. Boyd F. Scott, Allen Theaters, Farmington, N. Mex., might possibly be brought before the full committee tomorrow. I wanted you to have the benefit of Mr. Scott's opinion and respectfully request that his telegram be made a part of the record and that every consideration be given to Mr. Scott's request.

Kindest regards and best wishes.

Sincerely yours,

THOMAS G. MORRIS.

FARMINGTON, N. MEX., August 10, 1964.

HON. THOMAS G. MORRIS,
House of Representatives,
Washington, D.C.:

I was surprised today by AP story that House Commerce Subcommittee plans to take up and "likely approve" a bill overhauling U.S. time system without public hearings. The story says: "No public opposition has arisen so far." Reason for this is that public knew nothing about the hearings. Such a bill will severely affect my business. I request your help in asking committee to postpone hearings to give theater owners and other vitally interested persons opportunity to be heard.

BOYD F. SCOTT, *Allen Theaters.*

NATIONAL COUNCIL OF FARMER COOPERATIVES,
Washington, D.C., June 16, 1964.

Re time uniformity legislation.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: The National Council of Farmer Cooperatives supports legislative action designed to bring about greater uniformity in standards for time and their observance.

The authority for this support is contained in a policy resolution adopted on May 16, 1963, by the council's executive committee on an interim basis and ratified by the council's delegate body in annual meeting on January 15, 1964. The resolution reads as follows:

"The council supports in principle the move toward greater uniformity in time, as set forth in the bill, S. 1033, introduced by Senator Warren G. Magnuson, and the companion bill, H.R. 4702, introduced by Congressman Oren Harris."

The reference to these specific bills in the council resolution is to identify the principle of greater uniformity to which the council subscribes and is not intended to commit the council to these particular bills in their entirety to the exclusion of appropriate provisions of other bills dealing with this matter which have been introduced and referred to your subcommittee.

Without passing judgment upon the details of the approximately 10 bills on this subject now before your subcommittee, we believe there are at least 2 basic areas in which legislative action is needed in the interest of greater economy and efficiency in the conduct of transportation and business generally which affects agriculture and all segments of the public. Those areas are:

1. The clarification of existing law to give more clearly defined authority to the administering agency with respect to prescribing time standards and requiring their observance particularly for purposes of Federal activities and interstate commerce, including communications.
2. While leaving to individual States and communities the decision as to whether they shall observe daylight saving time, provide that such jurisdictions as do observe DST shall begin and end DST at the same time of each year.

We believe that the matter of time standards has been permitted to drift too long with consequent adverse effects on the cost and convenience in the conduct

of public business. This impact has been felt in many cases by those serving the agricultural segments of our economy.

We commend you and the other members of your subcommittee for your recognition of the importance of the problem and the attention you are now giving to it. We respectfully urge appropriate and prompt action by your subcommittee to the end that appropriate legislation may be enacted at this session.

We shall appreciate your inclusion of this statement of the council's policy position in the record of hearings scheduled on the daylight saving and standard time bills on June 18-19, 1964.

Sincerely,

L. JAMES HARMANSON, Jr.,
General Counsel.

THE NATIONAL INDUSTRIAL TRAFFIC LEAGUE,
Washington, D.C., June 18, 1964.

HON. OREN HARRIS,
Chairman, House Interstate and Foreign Commerce Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: The Subcommittee on Commerce and Finance is currently holding public hearings on H.R. 4702 and other bills relating to daylight saving and standard time. The National Industrial Traffic League, on behalf of its membership, wishes to support time uniformity legislation.

The National Industrial Traffic League, a voluntary organization of shippers and associations of shippers, with over 1,600 members throughout the country, at its November 1962 annual meeting, considered the widespread variations in standard and daylight saving time across the country, frequent time zone boundary disputes, differing standard-daylight changeover dates, all of which have combined to create bewildering uncertainty and confusion in the minds of the traveling and shipping public.

League members, upon the recommendation of its passenger traffic committee, voted support of the efforts being made by the Transportation Association of America and others in an endeavor to resolve these problems.

The league therefore urges that H.R. 4702 or similar legislation be favorably reported and progressed to final enactment.

Yours very truly,

L. J. DORR,
Executive Secretary.

U.S. INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., June 17, 1964.

HON. OREN HARRIS,
Chairman, House Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The U.S. Independent Telephone Association (USITA) submits this statement in support of pending legislation on daylight and standard time now under review by the Subcommittee on Commerce and Finance of the House Committee on Interstate and Foreign Commerce. The statement is submitted pursuant to a notice of public hearings issued by the committee clerk on June 4, 1964.

The USITA is the national trade organization representing the independent (non-Bell) portion of the telephone industry. This segment of the Nation's communications network operates more than 13 million telephones servicing over half of the geographical area of the country. Every State but one has independent telephones. The States of Alaska and Hawaii and the Commonwealth of Puerto Rico are served by independents exclusively. Our companies have one-sixth of the Nation's telephones.

Lack of time uniformity has been a vexing problem for our companies and a source of irritation to their subscribers. Legislation requiring uniformity is urgently needed. Our companies would be pleased if H.R. 4702 or H.R. 7891 introduced by you or H.R. 11483 introduced by Representative Staggers were enacted because of similarity to legislation recommended by a Senate committee.

The following will illustrate the problem the telephone industry faces because of lack of time uniformity:

(1) The number of long-distance calls handled each day in the United States is approximately 14.2 million. In a year, this amounts to between 4 and 5 billion calls. Many of these cross time zones or are between daylight and standard time points in the same zone. With this great volume of telephonic transactions, lack of time uniformity inevitably creates appreciable confusion. There is an increase of "don't answers," and an unnecessary, nonproductive use of circuits and of operator and equipment time.

(2) Many telephone operations for reasons of efficiency and economy are consolidated in larger communities. These centers often serve a number of tributary exchanges. Some companies operating in centers which are on daylight time have tributaries which are on standard time. This poses costly problems, as will be seen:

(a) The mechanical timing devices (calculagraphs) are set to the time of the toll center location. On calls between two different zones the time stamp is incorrect for timing tributary toll calls and for this reason requires the making of an operator notation on the toll ticket to insure against mistakes in charging day calls at night rates or vice versa.

(b) Plant men working out of a toll center city and doing telephone installation work in a tributary locality require special schedule consideration in order to avoid inconvenience to customers.

(c) Uncertainty is encountered in planning hourly operator requirements and in work scheduling of plant personnel.

(d) Embarrassing and sometimes costly confusion results when a toll center operator, in a town on daylight time, is asked for the time of day by a subscriber served out of a tributary exchange in a town on standard time. The person calling from a tributary wants to know what the time is in his own town. The telephone operator may think he wants to know the time in the toll center where she is located.

(3) Lack of time uniformity stimulates assistance calling and makes the keeping of standard or uniform operator records difficult. The services of two operators, one at each of the two offices involved, are required on this type of assistance call. Such assistance calls utilize toll circuit facilities for which the telephone company derives no revenue.

(4) Preparation of operator records showing time options of communities frequently called, and the training of operators, are burdensome and costly. We estimate this unnecessary expense in our segment of the industry amounts to \$50,000 annually.

(5) A striking example of loss in revenue from lack of time uniformity involves "after 9 p.m." calling from Georgia and Florida to the Northeastern United States during the summer months. These two States have elected to stay on standard time. Reduced rate calls after 9 p.m. reach the Northeastern States after 10 p.m. Since calls placed that late frequently inconvenience the called party there is less telephoning. This means a loss of revenue. To avoid inconvenience an effort is made to place calls immediately after 9 p.m. This results in congestion of telephone facilities, loss of revenue, and inconvenience to the public. The pyramiding of calls at a particular time complicates the work "forcing" or scheduling of operators at the switchboards.

The foregoing bears upon the difficulties of independent telephone companies and their subscribers. Any user of long-distance service can testify to his own inconvenience. Inability to reach a called party because of a difference in time, unnecessary expense of a station-to-station call when the desired party has not reached his office or has left for the day, and receipt of a call at an inconvenient hour are examples of the irritation and annoyance that stem from the present unsatisfactory situation.

We appreciate the opportunity to submit this statement, and hope that the hearings on the subject matter will eventuate in corrective legislation.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

ASSOCIATION OF OIL PIPE LINES,
Washington, D.C., July 31, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: As general counsel of the Association of Oil Pipe Lines, I would like to state that the oil pipeline industry strongly supports the statement made by Robert Ramspeck, national chairman of the committee for time uniformity, which was made before your subcommittee in June 1964.

In particular, we support the position which is set forth in his statement on page 10 which reads as follows:

"It is the official position of this organization, however, that Congress should adopt the recommendations of the ICC which are embodied in both H.R. 4702 and H.R. 7891. This would mean that the future observance of both standard and daylight saving time would be assured at Federal, State, and local levels, including interstate commerce.

"In the event, however that you would not choose to require such mandatory observance by State and local interests we then would urge you to approve H.R. 11483, which is identical to the bill (S. 1033) unanimously reported last year by the Senate Commerce Committee. Otherwise, we would urge you to approve of any of the other pending bills which you feel would best achieve nationwide time uniformity."

The oil pipeline industry operates 204,000 miles of crude oil and petroleum products pipelines in 49 States of the United States. The oil pipelines transport approximately 17½ percent of the Nation's total ton-miles of intercity traffic. At the present time there are 148,000 miles of crude oil lines which link over 500,000 oil wells located in 30 States with nearly 300 active oil refineries. The refineries are connected with distribution centers of petroleum products by 56,000 miles of products lines.

There are approximately 90 interstate oil pipeline companies which report to and are regulated by the Interstate Commerce Commission. For the most part, the operations of these companies are far flung and pass through several States. In order that the right crude oil and the right product is properly delivered to the shippers, the scheduling of the movements is of the utmost importance. Proper scheduling calls for timely and accurate communications. Adequate communications become more and more difficult as a result of the "clock confusion" growing out of the lack of time uniformity between States and between points in the various States.

In order to remove the existing time confusion, we respectfully urge that you approve legislation which you feel would best bring about nationwide time uniformity.

Sincerely yours,

GORDON C. LOCKE, *General Counsel.*

MUNCIE, IND., August 1, 1964.

HON. HARLEY O. STAGGERS,
Washington, D.C.

DEAR REPRESENTATIVE STAGGERS: H. H. Horner has informed me of the time hearing to take place August 4. This is to say that I hope voters will be given proper consideration at this hearing. Did you know that Indiana voters elected year around central standard time on an official State time referendum but had fast time crammed down their throats because of pressure on the Interstate Commerce Commission by members of the chamber of commerce?

Did you know that Michigan voters elected year around central standard time years ago but that Detroit industrialists forced the faster time on Michigan residents?

Did you know that Kentucky legislators (represented by the voters) enacted a perfectly good standard time law a few years ago but that members of the Louisville Chamber of Commerce hired a lawyer to get the law to be declared unconstitutional?

I have a copy of H. R. 3114 which you introduced in January 1963. If the one that you are to consider next week is like it we heartily endorse it.

Please remember that there was no time confusion until some indiscreet mind started so-called daylight saving. We are very eager that any new bill abolish clock changing, name strict penalty for violation and specify who is responsible

for enforcement. I have heard many folks say, "I don't care what time we run on just so we stay on the same time all year." I would hate to think that I couldn't get up at 7 o'clock instead of 8 without messing up the clock.

Sincerely,

SPURNED VOTERS OF INDIANA,
LOTTIE C. BROWN, *Clerk*

THE AMERICAN WATERWAYS OPERATORS, INC.,
Washington, D.C., June 15, 1964.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Commerce and Finance,
Interstate and Foreign Commerce Committee,
House of Representatives,
Washington, D.C.*

DEAR REPRESENTATIVE STAGGERS: We understand the Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee will hold public hearings June 18 and 19 on H.R. 7891, H.R. 4702, and other bills designed to establish a uniform system of time in the United States.

The Board of Directors of the American Waterways Operators, Inc., has authorized us to advise your committee of the support of our members throughout the United States of a uniform system of time standards and measurement. The present lack of uniformity creates confusion in many instances for our members in their work to provide transportation services in the movement of freight over the inland waterways. Confusion in communications also results. The confusion is not only aggravating but it is also a costly burden to the transportation industry.

Specifically, this organization desires to be recorded in the hearings as supporting the objectives sought in H.R. 7891, which you introduced, and H.R. 4702, introduced by Chairman Oren Harris, which, with some minor differences, reflect the reasoned recommendations of the Interstate Commerce Commission.

The American Waterways Operators, Inc., is a nonprofit, membership trade association representing the national interests of the shallow-draft water carriers of the United States as well as ship builders, ship repairers, and terminals serving the inland carriers. Our members' operations serve 33 States of the Union and, I am sure, their interest in time uniformity is evident.

We shall appreciate your consideration of this association's support, on behalf of its membership, of the efforts to achieve uniformity in time standards for the United States.

Sincerely yours,

BRAXTON B. CARR, *President*.

THE WESTERN UNION TELEGRAPH CO.,
Washington, D.C., June 22, 1964.

HON. HARLEY O. STAGGERS,
*Chairman, Subcommittee on Commerce and Finance, Committee on Interstate
and Foreign Commerce, House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reference to the recent hearings held by your subcommittee on H.R. 11483. This bill relates to the establishment of a system of time standards and measurement for the United States and to require or promote the observance of time standards for all purposes.

Western Union, by the very nature of its business, is directly interested in anything which may develop concerning the proposed legislation. The element of time plays an important part in our day-to-day operations. This company has joined other interested groups in supporting the objective of the committee on time uniformity.

Current operations of this company provide the flexibility necessary to adapt to whatever time may be observed despite any variation that may exist as between communities, States, or regions. From the point of view of the telegraph user, particularly the traveling public, the various time differences are very confusing. We, therefore, earnestly support the objectives of the foregoing legislation in the interest of greater efficiency, simplification, and uniformity.

Accordingly, we favor the provisions of H.R. 11483.

Sincerely,

K. W. HEBERTON, *Vice President*.

CITIZENS FOR STANDARD TIME,
Campbell Hill, Ill., August 3, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Foreign and Interstate Commerce,
Washington, D.C.

MR. CHAIRMAN: I, Mrs. Ray Thies, request this letter be placed before the committee hearing on the standard time bills as testimony against bills that favor daylight saving time or that create the illusion of standard time by arranging subzones that change standards every 6 months and that may change boundaries when pressure groups have the whim to do so, encouraging more confusion rather than eliminating it.

Daylight saving time may have been advantageous a generation ago when the working forces were on 48 or more hours a week. However, that day has long since vanished with a few exceptions. The pleasure it gives to some in late afternoon who already are favored with 35- to 40-hour weeks and more leisure than ever before (more paid holidays and longer vacations) does not warrant the detriment it inflicts on others. Daylight saving time deprives many whose occupations begin at early hours of adequate rest at either and sometimes both ends of the day.

Further, I prayerfully urge the committee to take a look on the figures on delinquency since the advent of daylight saving time. Daylight saving time gives the youth a longer evening with nothing to do and all too much time to do it in. It is a well-known fact idleness breeds delinquency. One Chicago judge stated some time ago if the youth could be kept off the street corners delinquency would be cut by 75 percent. Certainly that is worth noting.

In closing I should like the committee to consider the small portion of my list of persons who have carried petitions urging Congress to return the Nation to standard time. Many petitions have been sent to Hon. Oren Harris, of Arkansas, to Hon. Harley O. Staggers, of West Virginia, and to Hon. Kenneth J. Gray, of Illinois. Others were sent to numerous Congressmen in various areas of the Nation. I pray the committee will take cognizance of the thousands of signatures and regard them as citizens instead of mere names. A more complete list with number of signatures on the petitions has been forwarded during previous Congresses with the request they were to be kept for a hearing. I hope the chairman makes these available.

Sincerely,

MABEL THIES
Mrs. Ray Thies.

(The attachments referred to were placed in the committee files.)

CITIZENS FOR STANDARD TIME,
Murphysboro, Ill.

HON. OREN HARRIS,
Chairman, House Committee on Interstate and Foreign Commerce.

DEAR MR. CHAIRMAN: Citizens for Standard Time respectively request this opportunity to submit this statement and views concerning two standard time bills, H.R. 2335 and H.R. 2532, both are identical with a provision eliminating daylight saving time, both are designed to make standard time the measure of time for all governmental and business purposes returning our country back to standard time nationally.

Before the adoption of U.S. standard time in 1883 the country observed over 100 times. Daylight saving time is gradually causing our Nation to drift back as before 1883 when confusion reigned supreme. A cross-country traveler had to change his watch 20 times, Wisconsin had 38 different times; Illinois 27; Pittsburgh 6, and in Kansas City each jeweler had his own time and no two were alike. We're gradually heading for that same goal today, and in some areas of our United States today practically the same situation exists during the observance of daylight saving time.

What if daylight time is popular? That's not the point, the object is to know what time it is; not when it was; or if it's going to be; but to know it certainly and without losing time researching local customs.

In 1918 Congress enacted our present law establishing the standard time and what later became known as daylight saving time for the United States. At the time of the enactment of this law, they didn't and couldn't visualize the transportation or communication systems we have today, for 6 months of the year

this has resulted in our having 12 different kinds of time at one time in the United States. It is said that no person, agency, or central source of information that can give you the time of the respective cities or villages throughout the United States during daylight saving time without consulting charts or maps to ascertain the boundary of the time zones or ordinances or laws of the cities, villages, or States. Standard time nationally will eliminate the following: The annoyance of setting and resetting over 90 million timepieces on the effective and termination dates of daylight saving time; and the costly explanation of time variation throughout the United States on nationwide television and radio broadcasts; confusion and delay at the information desks and ticket offices in the railroad, airlines, and bus depots explaining the time of arrival and departure.

If your committee could only visualize the frustration of the traveler from the South and Southwest on their arrival at Union Station, St. Louis, Mo., when they encounter advance time, some have never heard of this foolish time, many are the missed connections resulting in layovers in most instances from 6 to 23 hours at their own expense, I personally know of this particular situation and I'm quite certain the same exists in other major terminals over the Nation.

One Member of Congress informed me 4 years ago that on a speaking tour through Ohio and Indiana—and at that particular time Indiana was observing five different times throughout the State—he finally got so confused that he gave up in disgust and canceled all engagements, returning to Washington a devoted supporter of standard time.

The Citizens for Standard Time is a nonprofit organization that represents people from all walks of life and not any particular industry, institution, or special group; its purpose is to educate the people of the importance of a uniform standard time and the folly of our present tangled up web of time confusion. Those most affected in our organization by advanced time are the traveler, the farmer, schoolchildren, and mothers with small schoolchildren and babies; the traveler, everyone knows what they encounter with daylight saving time; the farmer's work is not guided by the clock, but rather by the sun—his is the basic industry of our Nation providing our economy with the necessary food and fiber for our survival. He is put to many great hardships in marketing his product, especially perishables. The schoolchildren in many instances in late autumn are waiting for the schoolbus along rural roadsides and major highways long before daylight—and in many instances those living back away from the bus stop have to walk as much as 1 mile to bus stops fumbling their way in the dark; there have been many fatal accidents attributed to the foolish time involving schoolbuses in early morning fog. I have many letters in my file from mothers across the Nation complaining of their difficulty in feeding small babies and getting children to bed with the sun high in the sky.

Therefore, we the Citizens for Standard Time strongly support H.R. 2335 and vigorously oppose any legislation that allows the continuance of daylight saving time and the establishment of subzones; we contend the use of either or both will not resolve our time complex. We urge that Congress provide for establishment of a uniform standard time nationally without interference with the use of Greenwich time.

We respectfully request this letter be made a part of the hearing and included in the record on the subject legislation.

Sincerely,

H. H. HORNER, *National Chairman.*

AIR LINE PILOTS ASSOCIATION,
Chicago, Ill., August 5, 1964.

HON. HARLEY O. STAGGERS,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN: We understand that the record relative to the recent hearings conducted by your committee on legislation pertaining to the time uniformity problem is still open for the acceptance of comments.

While we did not participate in the hearings and have not prepared a formal statement in view of the substantial material presented by other interested parties, we would like to apprise you of our interest in this legislation and our position in respect to it.

We, along with many others in the transportation business, have been concerned about the growing confusion respecting time observance.

Lack of uniformity in time observance with the resultant crazy quilt pattern, varying from zone to zone, State to State, and locality to locality, which has developed has posed serious problems for all forms of transportation and particularly serious ones for airline transportation because of the nature of its operations. The problem affects not only the airline operators, but also its employees and the traveling public because of confusion, inconvenience and additional expense.

The Air Line Pilots Association does not support any specific legislation before your committee, but we do support the efforts to have Congress take remedial steps and generally support the basic objectives of the Committee for Time Uniformity whose viewpoints have previously been submitted to you.

We request that this letter be accepted as our statement on the time uniformity problem and made part of the record of the hearings on it.

We sincerely appreciate any consideration your committee may give to correcting the problem which exists and which in our opinion requires action by Congress if it is to be solved.

Sincerely yours,

CHARLES H. RUBY, *President.*

INVESTMENT BANKERS ASSOCIATION OF AMERICA,
Washington, D.C., June 26, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: As president of the Investment Bankers Association of America, I urge that the Congress enact the legislation recommended by the Interstate Commerce Commission (H.R. 4702 and H.R. 7891), or that reported unanimously by the Senate Commerce Committee (S. 1033—identical to H.R. 11483), which will bring about greater time uniformity for all citizens and which will make uniform throughout the country the switchover each year from standard to daylight saving time. We take no position on whether daylight saving time should or should not be observed by any particular State or community.

The Investment Bankers Association of America is a voluntary, unincorporated trade association of investment banking firms and security dealers and brokers who collectively underwrite, deal, and act as brokers in all types of securities. The association has about 750 member firms engaged in the securities business in the United States and Canada, including about 100 commercial banks. Our members have, in addition to their main offices, about 2,100 registered branch offices. Thus, both our membership and our business are nationwide in scope and we have, therefore, long been interested in efforts to bring about greater uniformity in the widespread time confusion which exists today and which is likely to grow worse if appropriate action is not taken by the Congress in this area.

The committee has already received much testimony on the extent of the lack of uniformity which exists today throughout the country. Our association is a member of the Committee for Time Uniformity and we heartily endorse Mr. Ramspeck's statement made to the committee on June 19, as chairman of that committee.

The lack of uniformity in the observance of daylight saving time has a direct adverse impact upon those phases of the securities business which are not conducted through our national securities exchanges as well as those phases conducted on exchanges. I refer to the original distribution of new issues of corporate, municipal, and Government securities and over-the-counter transactions in such securities after they have been distributed. Many, if not most, transactions in this phase of the securities business, as well as on the exchanges, are effected by telephone and are consummated quickly. Over-the-counter markets change rapidly, just as do exchange markets, and it is easy for one to miss a market. Where a seller can't reach a likely buyer because of confusion as to the time factor, he may well turn immediately to another likely buyer with the result that the first prospective buyer may miss an investment or purchase he would like to have made. The reverse of this situation is equally true. This is probably more likely to happen in small cities and communities than in the larger ones. Thus the confusion which exists today due to the differences in going on and off daylight saving time makes the task of our industry both more difficult and more expensive and, in many cases, adversely affects the interests of investors.

Again, we urge affirmative action by the Congress on H.R. 4702, H.R. 11483, or some similar bill at this session of the Congress.

I would appreciate it if you would make this letter a part of the record.

Very truly yours,

DAVID J. HARRIS.

PACIFIC AMERICAN STEAMSHIP ASSOCIATION,
Washington, D.C., July 14, 1964.

Subject: H.R. 4702 and H.R. 7891, to establish a uniform system of time standards.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that your subcommittee will continue hearings on H.R. 4702, H.R. 7891 and other similar bills later this month. The Pacific American Steamship Association, a trade association representing the principal west coast steamship operators engaged in both passenger and cargo services, wishes to take this opportunity to record our favorable views on the proposed legislation. It is our belief that a uniformity of time standards will benefit the American transportation industry as a whole through the elimination of confusion on the part of passengers in making connections for transoceanic voyages, and shippers in the booking of cargo.

Favorable consideration by your subcommittee on legislation to promote uniform time standards will be a benefit to the maritime industry. It is respectfully requested that this letter be included in the hearing record on the proposed legislation.

Sincerely yours,

JOHN N. THURMAN.

COLUMBIA BROADCASTING SYSTEM, INC.,
New York, N.Y., June 22, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance, Committee on Interstate
and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: CBS respectfully requests this opportunity to make a general statement concerning the bills now before your subcommittee which relate to the observation of uniform time standards throughout the United States.

The CBS television network regularly provides programs to approximately 200 affiliated television stations, and the CBS radio network to approximately 230 affiliated radio stations. Each network through these stations serves substantially all the people in the United States.

Network service is designed for broadcast by affiliated stations on a basis as nearly simultaneous as possible throughout the country. For a number of reasons, including particularly time zone differentials, simultaneous broadcast by all stations is not usually practicable. A program originating in New York at 8 p.m. local time would be seen on a simultaneous broadcast on the Pacific coast at 5 p.m. local time. Since this would be an unsuitable hour for an evening program, such a program is usually rebroadcast on the Pacific coast at 8 p.m. Pacific standard time. Many sports programs and news events, where simultaneous presentation is important, are transmitted for broadcast on a "live" basis only.

During periods when daylight saving time is observed throughout parts of the United States, the television network must have double transmissions of many of its programs. The radio network must have as many as six transmissions, so that the public will not be inconvenienced by the changes in the local times of broadcasts.

It is not always possible, however, for the television network to provide multiple transmissions; for example, A.T. & T. video facilities may be limited.

In these instances some public inconvenience is inevitable because of lack of uniformity of daylight time. Some stations serve an area, some parts of which observe daylight time and some parts of which remain on standard time. Similarly, the daylight time season ends at different dates in the fall. These varia-

tions mean that the people in some areas must view programs at unaccustomed hours.

For these reasons CBS points out that it believes that the broadcast audience would be benefited by legislation which would provide for (a) uniform periods of time throughout the United States during which daylight time is observed and (b) uniform nationwide observance of daylight time.

Very truly yours,

RICHARD S. SALANT.

JEFFERSON CITY, Mo., June 24, 1964.

HON. HARLEY O. STAGGERS,

Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Missouri Broadcasters' Association, representing the vast majority of radio and television broadcasters in our State, respectfully submits its views on the bills pending before this subcommittee on the question of daylight saving and standard time.

Since we have not had an opportunity to examine the contents of the individual bills, we shall confine our comments to the situation as it exists in Missouri and indicate what legislation action we believe would be helpful.

In Missouri the observance of daylight saving time is on a local option basis. Furthermore, this "fast" time begins and ends in varying months. Aside from the confusion created for the public at large, this clock juggling presents serious problems to the radio and television industry. Networks must provide additional transmissions to bring programs to their audiences at accustomed hours. Any statewide broadcast must take into account the different times in certain localities.

Since almost all of those States which observe daylight saving time on a statewide basis begin this time on the last Sunday in April and end it on the last Sunday in October, our organization believes that this period of observance should be written into any bill which this subcommittee proposes to recommend.

We would appreciate it if this letter were made a part of the hearing record.

Respectfully,

HAROLD DOUGLAS,

President, Missouri Broadcasters' Association.

NATIONAL ASSOCIATION OF SECURITIES DEALERS, INC.,

Washington, D.C., June 23, 1964.

HON. OREN R. HARRIS,

Chairman, House Interstate and Foreign Commerce Committee, Washington, D.C.

DEAR MR. HARRIS: The National Association of Securities Dealers, Inc., representing more than 4,100 members throughout the United States, wishes to express its support for your bill, H.R. 4702, to establish a uniform system of time standards and measurements for the United States and to require the observance of such time standards for all purposes.

The enactment of such legislation as outlined in H.R. 4702 would be extremely beneficial in the day-to-day administration of the securities business as well as aiding the investing public, which now numbers some 17 million individuals.

The inconvenience and confusion arising out of various daylight savings time standards in different parts of the country would be eliminated by uniform switch-over dates enforced by the Federal Government.

Sincerely,

ROBERT W. HAACK, *President.*

MAY HOSIERY MILLS,

Nashville, Tenn., June 23, 1964.

HOUSE COMMERCE COMMITTEE,

House Office Building, Washington, D.C.

GENTLEMEN: As I understand it there is up for consideration some matters in connection with time.

May I go on record as strongly endorsing standard time all the year around. This is what we have in Tennessee by legislation almost unanimously adopted

several years ago by our State legislature. This is giving general satisfaction and I am sure would do so in the whole country.

As I travel a bit I have over the years noticed that in the past experiments have been made in changing times during the summer season in Europe, South America, and other parts of the world and have virtually always been abandoned in favor of uniform time throughout the entire year. It, therefore, seems to me that we would be serving the country well in keeping standard time for 12 months.

Sincerely,

MORTIMER MAY.

THE METROPOLITAN WASHINGTON BOARD OF TRADE,
Washington, D.C., June 17, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance, Committee on Interstate
and Foreign Commerce, U.S. House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: We were very pleased to learn that the Subcommittee on Commerce and Finance had scheduled hearings on H.R. 6284, the bill introduced by Mr. Fulton of Tennessee, to establish daylight saving time uniformly throughout the U.S. time zones each year, to make such time the only legal time during the period it is in effect, and to provide additional time zones for the States of Alaska and Hawaii.

The Metropolitan Washington Board of Trade desires to record its endorsement of the bill in principle, and to recommend its enactment with one change.

The benefits of daylight saving time extend beyond the months of June, July, and August, which would be provided in H.R. 6284. In the Washington metropolitan area, for example, it has been found to be beneficial to begin daylight saving time with the last Sunday in April and to extend it to the last Sunday in October. We strongly recommend amendment of H.R. 6284 to incorporate the longer period under daylight saving time.

The additional daylight hours provided allow for longer recreation and other outdoor activities. The spread of daylight saving time from the eastern seaboard to various areas of the country is indicative of its popularity. We therefore request enactment of H.R. 6284, to extend its benefits on a uniform basis, from the last Sunday in April until the last Sunday in October each year.

We respectfully request that this letter be inserted in the record of these hearings.

Sincerely,

WILLIAM H. PRESS.

NATIONAL BROADCASTING CO., INC.,
New York, N.Y., June 17, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance of the Interstate and Foreign
Commerce Committee, House of Representatives, Washington, D.C.

SIR: We are writing to express our views on the several bills relating to standard or daylight savings time, or both, which will be the subject of hearings before the subcommittee on June 18 and 19, 1964.

The broadcasting industry is vitally concerned with time uniformity over wide areas, particularly with regard to the effect of such time uniformity on network broadcasts which cover virtually all sections of the country.

In creating a balanced scheduled of network programing, an important factor is time of broadcast because the basic audience composition varies with the time of day.

Time of broadcast in the various U.S. communities is also of importance to network advertisers whose commercial messages take audience composition into account. It is of significance to the listening and viewing public who are aggrieved when a network program is broadcast locally at an earlier or later time than the time for which it was designed simply because of local time anomalies.

The independent establishment and changing of local time by individual States and communities have increased the confusion and conflict of time standards. Uncoordinated shifts in such time standards constitute an undue burden on interstate communications, the efficiency of which is impaired by lack of uniform time standards. These erratic changes also generate a large number of complaints from the public because of the upsetting effects on previously established

radio and television program schedules and personal viewing and listening habits.

The lack of uniformity among States and communities in the observance of daylight savings time requires the network to expend considerable sums of money for multiple network originations in order to offset in part the effect of such time differentials, but even with these efforts and expenditures, considerable confusion remains which adversely affects the public interest in broadcasting.

Accordingly, we strongly support and urge enactment of any bill which explicitly defines time zones and makes mandatory the advancement by 1 hour of standard time in all zones for a uniform period.

Very truly yours,

DAVID C. ADAMS,
Senior Executive Vice President.

UNITED THEATRE OWNERS OF OKLAHOMA, INC.,
Oklahoma City, Okla., June 15, 1964.

HON. HARLEY STAGGERS,
Longworth House Office Building,
Washington, D.C.

DEAR MR. STAGGERS: We understand your subcommittee to the House Interstate and Foreign Commerce Committee will consider Representative Richard Fulton's bill to standardize nationally on daylight savings time.

We desire to be recognized as being viciously opposed to any bill that would achieve those results. It would not only seriously affect our theater business, but is completely contrary to local expression. One city in Oklahoma—Bartlesville—had a city vote on this matter last year and it was overwhelmingly defeated. You will find the Bartlesville expression is indicative of the State's desire on this matter.

Yours truly,

BILL SLEPKA, *President.*

UNITED THEATRE OWNERS OF OKLAHOMA, INC.,
Oklahoma City, Okla., June 1, 1964.

Representative PAGE BELCHER,
House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE BELCHER: We understand that Representative Richard Fulton, of Tennessee, has or will introduce a bill in Congress that would standardize daylight saving time throughout the country.

We, in the motion picture industry, had some experience with daylight saving time a few summers ago in Bartlesville, and it all but wrecked the theater business, especially the drive-in theater.

Not only did it hurt the theater business, but about every business house in Bartlesville suffered heavy losses on its account.

We sincerely trust that you and your colleagues do every thing possible to see that this bill does not pass.

May we have your comments on this bill which would most certainly have dire effects on the motion picture business.

Awaiting an early reply, we are,

Very truly yours,

SAM BRUNK, *Executive Secretary.*

NATIONAL ASSOCIATION OF BROADCASTERS,
Washington, D.C., June 18, 1964.

HON. HARLEY O. STAGGERS,
Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the National Association of Broadcasters, I respectfully request to submit for the hearing record the following comments with respect to several bills relating to daylight saving and standard time.

At the Uniform Time Conference in 1962, representatives of more than 50 government and industry groups agreed on the need to attack the problem of "clock confusion." NAB participated in that conference and has subsequently supported the objectives of the Committee for Time Uniformity in its efforts to secure legislation in this field.

As you know, this matter was considered by the Senate Commerce Committee last year. Hearings were held on April 29 and 30, 1963. A bill (S. 1033) was reported unanimously by the committee and is awaiting Senate floor action.

NAB endorses the position to be expressed at the hearing on behalf of the Committee for Time Uniformity by its chairman, Hon. Robert Ramspeck. We join in urging that the Congress take action to ameliorate this confusing situation. We believe, for example, that much would be gained even if those areas observing daylight saving time did so uniformly from the last Sunday in April to the last Sunday in October, and that such action would most assuredly serve the public interest.

Respectfully submitted,

VINCENT T. WASILEWSKI,
Executive Vice President.

AMERICAN BROADCASTING CO.,
New York, N.Y., June 9, 1964.

Congressman HARLEY STAGGERS,
Chairman, Subcommittee on Commerce and Finance, Committee on Interstate and Foreign Commerce, House of Representatives, House Office Building, Washington, D.C.

DEAR CONGRESSMAN STAGGERS: I have read with interest the proposed legislation, H.R. 11407, introduced by Chairman Harris on May 27, 1964, and am advised that this bill and related bills are scheduled for hearing before your subcommittee on Thursday, June 18, 1964.

I should like to take this means of expressing my support of this bill and its purpose. Beyond this, I would favor the enactment of further legislation by the Congress, the purposes of which would ultimately provide a uniform system of time standards and measurements for the United States.

It is respectfully requested that this letter be made a part of the record in the hearing on this bill.

Sincerely yours,

LEONARD H. GOLDENSON,
President.

(NOTE.—The Committee on Interstate and Foreign Commerce authorized the reporting of H.R. 11483 with an amendment in the nature of a substitute. The amendment is shown in italics below.

(Because of the lateness of the 2d session of the 88th Congress, the report was not filed.)

88TH CONGRESS
2D SESSION

H.R. 11483

IN THE HOUSE OF REPRESENTATIVES

JUNE 3, 1964

Mr. STAGGERS introduced the following bill; which was referred to the Committee on Interstate and Foreign Commerce

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To establish a uniform system of time standards and measurement for the United States and to promote the observance of such time standards for all purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Uniform Time Act of 1964."

Sec. 2. For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.

Sec. 3. The general zone system of standard time, under which the local standard time is determined in relation to the mean solar time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.

Sec. 4. The standard time based on the mean solar time of the sixtieth degree of longitude west from Greenwich shall be known and designated as Atlantic standard time; that of the seventy-fifth degree as eastern standard time; that of the ninetieth degree as central standard time; that of the one hundred and fifth degree as mountain standard time; that of the one hundred and twentieth degree as Pacific standard time; that of the one hundred and thirty-fifth degree as Yukon standard time; that of the one hundred and fiftieth degree as Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as Bering standard time.

Sec. 5. (a) The boundaries of each zone shall be defined by an order of the Interstate Commerce Commission, hereinafter called the Commission, and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Commission and in effect on the effective date of this Act shall continue in effect unless and until modified or changed by an appropriate order of the Commission. "Daylight saving" or other advanced time may continue to be observed, as it has been observed in the past, until the Commission has authorized advanced time subzones or for two years after the effective date of this Act, whichever comes first.

(c) Zone boundaries prevailing with respect to Alaska and Hawaii on the effective date of this Act may continue in effect until modified or changed by an appropriate order of the Commission.

Sec. 6. (a) In determining the boundaries of the several zones the Commission shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, shall follow natural or well-known boundaries, and shall be placed where, in the judgment of the Commission, they best promote the safety, convenience, and welfare of the country as a whole.

(b) Except as provided in subsection (c) of this section and in section 7, the Commission shall not include in any zone a point or area for which the standard time of the zone would be more than one hour ahead or behind local mean solar time.

(c) The provisions of subsection (b) shall not apply in Alaska or Hawaii, and the western boundary of the zone observing Bering standard time shall extend to the international date line.

SEC. 7. Within each zone, the Commission is authorized to determine the boundary of one advanced-time subzone; and in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, each advanced-time subzone, as thus defined, shall be transferred to and made a part of the zone immediately to the east, and the legal time of such subzone shall be the standard time of the zone into which it is temporarily so transferred. In determining the boundary of any such subzone, the Commission shall not in any instance include a point or area for which the standard time of the zone to the east, to which the subzone is temporarily transferred, would be more than one hour and thirty minutes ahead of local mean solar time. The boundary shall be placed where, in the judgment of the Commission, it best promotes the safety, convenience, and welfare of the country as a whole, taking into account the desires of those affected, and considering the appropriateness of the advanced time for the area concerned. The Commission shall consult with the Governor of any State affected before making its determination.

SEC. 8. (a) In defining or modifying the boundaries of the respective zones or subzones, the Commission shall have authority to conduct such hearings and investigations as are necessary or advisable for the effective administration of this Act. In conducting such hearings and investigations, the Commission shall have authority to require by compulsory process or otherwise the attendance and testimony of witnesses and the production of all books, papers, records, and documents relating to any matter under investigation.

(b) Any person, organization, or State or political subdivision thereof may file with the Commission a petition seeking the establishment or modification of a boundary of a zone or a subzone. After investigation of the merits of the petition, including a public hearing if deemed by the Commission to be desirable in the public interest, the Commission may deny the petition or grant such relief as it finds justified in the public interest.

SEC. 9. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under section 8 of this Act.

SEC. 10. (a) Except as otherwise provided in subsection (b) of this section or as specifically authorized by the Commission hereunder, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any agency or department of the United States, or by any officer, agent, employee, or representative of such agency or department, and shall be observed by all common carriers engaged in interstate or foreign commerce or communication by wire or radio.

(b) Subject to the prior approval of the Commission, and notwithstanding any provision of this Act, any standard of time differing from that of the zone may be used in marine and air navigation, air traffic control and related activities, railroad operations having regard to the convenience of commerce and the junction points and the division

points of common carriers engaged in interstate or foreign commerce; the specialized needs of the military services; or for scientific purposes. The Commission may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In all such instances, the Commission may impose such reasonable conditions as it deems desirable to protect the public from confusion and inconvenience.

(e) The Commission is authorized and directed to foster widespread and uniform adoption on the part of the States and political subdivisions thereof of the standard or standards of time herein provided for the zone or zones in which such State or subdivision is located.

SEC. 11. In all statutes, ordinances, orders, rules, and regulations relating to (1) the time of performance of any act by any agency or department of the United States, or by any officer, agent, employee, or representative of such agency or department; or (2) the time when any right shall mature or terminate; or (3) the time within which any act shall or shall not be performed; the time specified shall be the standard time of the zone within which the act is to be performed or not performed, or within which the right is to mature or terminate.

SEC. 12. The Commission is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Commission, it shall be the duty of any district attorney of the United States to whom the Commission may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof.

SEC. 13. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 14. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the Commission or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or it obedience thereto.

SEC. 15. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$100 for each such offense, and, in the case of a continuing violation, not to exceed \$50 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the Commission, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found.

All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 16. The Commission may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 17. The following Acts are repealed:

(1) The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 10, 1918 (15 U.S.C. 261-264, inclusive).

(2) The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

(3) The Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District," approved April 28, 1952 (D.C. Code, sec. 28-2804).

SEC. 18. This Act shall take effect at 2 o'clock antemeridian on January 1, 1964.

That this Act may be cited as the "Uniform Time Act of 1965".

SEC. 2. *For the purpose of establishing a uniform system of time and to fix the standard of time measurement for the United States, the territory of the United States shall be divided into eight time zones in the manner provided in this Act.*

SEC. 3. *The general zone system of standard time, under which the local standard time is determined in relation to the mean solar time of one of the twenty-four-hour meridians occurring every fifteenth degree of longitude west or east from Greenwich, England, is hereby recognized and adopted so far as applicable to the territory of the United States.*

SEC. 4. *The standard time based on the mean solar time of the sixtieth degree of longitude west from Greenwich shall be known and designated as Atlantic standard time; that of the seventy-fifth degree as eastern standard time; that of the ninetieth degree as central standard time; that of the one hundred and fifth degree as mountain standard time; that of the one hundred and twentieth degree as Pacific standard time; that of the one hundred and thirty-fifth degree as Yukon standard time; that of the one hundred and fiftieth degree as Alaska-Hawaii standard time; and that of the one hundred and sixty-fifth degree as Bering standard time.*

SEC. 5. (a) *The boundaries of each zone shall be defined by an order of the Interstate Commerce Commission (hereafter in this Act referred to as the "Commission") and may be modified from time to time.*

(b) *Determinations of zone boundaries heretofore made by the Commission and in effect on the effective date of this Act and zone boundaries prevailing on such date with respect to Alaska and Hawaii shall continue in effect until modified or changed by an order of the Commission.*

SEC. 6. (a) *In determining the boundaries of the several zones the Commission shall, among other things, consider the appropriateness of the standard of time for the particular areas concerned giving partic-*

ular attention to the requirements of interstate and foreign trade, transportation, commerce, and communication. So far as practicable, the boundaries of the zones shall be reasonably straight north-south lines, shall be located in sparsely populated areas, shall follow natural or well-known boundaries, and shall be placed where, in the judgment of the Commission, they best promote the safety, convenience, and welfare of the United States.

(b) Except as provided in subsection (c) of this section and in section 8, the Commission shall not include in any zone a point or area for which the standard time of the zone would be more than one hour ahead or behind local mean solar time.

(c) The provisions of subsection (b) shall not apply in Alaska or Hawaii, and the western boundary of the zone observing Bering standard time shall extend to the international date line.

SEC. 7. If the time observed in any State or part thereof is advanced by such State or any political subdivision thereof for a portion of any year, such advanced time shall begin at 2 o'clock antemeridian on the last Sunday in April of such year and shall end at 2 o'clock antemeridian on the last Sunday in October of such year.

SEC. 8. (a) In the case of any zone or any one contiguous portion of any zone having boundaries determined by the Commission (hereafter in this Act referred to as a "subzone"), the Commission may determine that in each year, from 2 o'clock antemeridian on the last Sunday in April until 2 o'clock antemeridian on the last Sunday in October, such zone or subzone, as the case may be, shall be on advanced time and shall be transferred to and made a part of the zone immediately to the east, and the legal time of such zone or subzone shall be the standard time of the zone into which it is temporarily so transferred. The Commission shall not place any zone or subzone on such advanced time if it includes a point or area for which the standard time of the zone to the east, to which the zone or subzone is temporarily transferred, would be more than one hour and thirty minutes ahead of local mean solar time for such zone. The boundary of any subzone shall be placed where, in the judgment of the Commission, it best promotes interstate and foreign trade, transportation, commerce, and communication. The Commission shall consult with the Governor of any State affected before determining the boundaries of any subzone.

(b) Until such time as a determination of the Commission, to place any zone or any subzone thereof on advanced time as provided in subsection (a) of this section, has become final, "daylight saving" or other advanced time may continue to be observed as it was observed in the past in any portion of such zone, but only if such "daylight saving" or other advanced time commences at 2 o'clock antemeridian on the last Sunday in April of the year involved and ends at 2 o'clock antemeridian on the last Sunday of October of such year.

SEC. 9. (a) Before determining or changing the boundaries of any zone or subzone, the Commission shall afford interested persons notice and an opportunity for hearing.

(b) Any person, organization, or State or political subdivision thereof may file with the Commission a petition seeking the establishment or change of the boundaries of a zone or a subzone. The Commission may deny any such petition or grant such relief as it finds justified in the public interest.

SEC. 10. (a) Except as provided in subsection (b) of this section and between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October in areas to which section 8(b) of this Act applies, within the respective zones established under the authority of this Act the standard time of the zone shall be the exclusive time for the transaction of all public business by any department, agency, or court of the United States, or by any officer, agent, employee, or representative of any such department, agency, or court, and shall be observed by all common carriers engaged in interstate or foreign commerce.

(b) Subject to the prior approval of the Commission, and notwithstanding any provision of this Act, any standard of time differing from that of the zone may be used in marine and air navigation, air traffic control and related activities, railroad operations having regard to the convenience of commerce and the junction points and the division points of common carriers engaged in interstate or foreign commerce, the specialized needs of the military services, or for scientific purposes. The Commission may provide other exception upon a finding that the safety and convenience of the public will be served thereby. In any case in which the Commission permits the use of other than standard time under the provisions of this subsection, it may impose such reasonable conditions as it deems desirable to protect the public from confusion and inconvenience.

(c) The Commission is authorized and directed to foster widespread and uniform adoption on the part of the States and political subdivisions thereof of the standard or standards of time herein provided for the zone or zones in which such State or subdivision is located.

SEC. 11. Except between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October in areas to which section 8(b) of this Act applies, in all laws of the United States and the orders, rules, and regulations of any department, agency, or courts of the United States relating to—

(1) the time of performance of any act by any department, agency, or court of the United States, or by any officer, agent, employee, or representative of such department, agency, or court;

(2) the time when any right shall mature or terminate; or

(3) the time when any act shall or shall not be performed;

the time specified shall be the standard time of the zone within which the right is to mature or terminate or the act is to be performed or not performed.

SEC. 12. The Commission is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Commission, it shall be the duty of any United States attorney to whom the Commission may apply to institute in the proper court and to prosecute under the direction of the Attorney General of the United States all necessary proceedings for the enforcement of the provisions of this Act and for the punishment of all violations thereof.

SEC. 13. Any person knowingly and willfully violating any provision of this Act or any rule, regulation, requirement, or order thereunder shall be deemed guilty of a misdemeanor and upon conviction thereof be subject for each offense to a fine of not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 14. If any person shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder, the Commission or its duly authorized agent may apply to the district court of the United States for any district in which such offense occurs, or in which the offender is found, for the enforcement of such provision of this Act, or of such rule, regulation, requirement, or order; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining said person, or his or its officers, agents, employees, and representatives from further violation of such provision of this Act or of such rule, regulation, requirement, or order and enjoining upon him or it obedience thereto.

SEC. 15. Any person who shall fail or refuse to comply with any provision of this Act or any rule, regulation, requirement, or order thereunder shall forfeit to the United States the sum of \$100 for each offense, and, in the case of a continuing violation, not to exceed \$50 for each additional day during which such failure or refusal shall continue. All forfeitures provided for in this section shall be payable into the Treasury of the United States and shall be recoverable in a civil suit by the Commission, or its duly authorized agent, brought in the district where such offense occurs or where the offender is found. All process in any such case may be served in the judicial district whereof such offender is an inhabitant or wherever he may be found.

SEC. 16. The Commission may provide for the publication of reports, orders, maps, and other information pertaining to standard time zones for public information and use, and such authorized publications shall, without further proof or authentication, be received as competent evidence of matters contained therein in any court of competent jurisdiction.

SEC. 17. As used in this Act, the term "State" includes the District of Columbia and the Commonwealth of Puerto Rico.

SEC. 18. (a) Effective as of 2 o'clock antemeridian January 1, 1965, the following Acts are repealed:

(1) The Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (15 U.S.C. 261-264, inclusive).

(2) The Act entitled "An Act to transfer the Panhandle and Plains section of Texas and Oklahoma to the United States standard central time zone", approved March 4, 1921 (15 U.S.C. 265).

(b) Effective as of the time that a determination of the Commission that the eastern standard time zone or any subzone thereof shall be on advanced time pursuant to section 8(a) of this Act becomes final, the Act entitled "An Act to permit the Board of Commissioners of the District of Columbia to establish daylight saving time in the District", approved April 28, 1953 (D.C. Code, sec. 28-2804), is repealed.

SEC. 19. Except as provided in section 18(b), this Act shall take effect at 2 o'clock antemeridian on January 1, 1965.

(Whereupon, at 11:20 a.m., the subcommittee was adjourned subject to call.)

