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UNIFORM TIME

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HEARING BEFORE THE COMMITTEE ON

INTERSTATE AND FOREIGN COMMERCE HOUSE OF REPRESENTATIVES

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 76

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. 1581

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. 7167

A BILL 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

S. 1404

AN ACT TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

H.R. 3385

A BILL TO PROVIDE A UNIFORM PERIOD FOR DAYLIGHT SAVING TIME (AND IDENTICAL BILLS)

H.R. 2424

A BILL TO AMEND THE STANDARD TIME ACT OF MARCH 19, 1918, IN ORDER TO ESTABLISH TWO NEW TIME ZONES AND SO AS TO PROVIDE THAT THE STANDARD TIME ESTABLISHED THEREUNDER SHALL BE THE MEASURE OF TIME FOR ALL PURPOSES (AND IDENTICAL BILLS)

H.R. 6481

A BILL TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES (AND IDENTICAL BILLS)

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CONTENTS

Text of—	Page
H.R. 76.....	1
H.R. 1581.....	3
H.R. 2424.....	9
H.R. 3385.....	9
H.R. 6481.....	10
H.R. 7167.....	5
S. 1404.....	8
Report of—	
Advisory Commission on Intergovernmental Relations on H.R. 1581.....	14
Proposed legislation.....	16
Agriculture, Department of, on H.R. 6481.....	17
Bureau of the Budget.....	11
Civil Aeronautics Board on H.R. 6481 and H.R. 7167.....	21
Commerce, Department of.....	13
District of Columbia on—	
H.R. 6481.....	22
H.R. 7167.....	24
Emergency Planning, Office of, on H.R. 6481.....	18
Federal Aviation Agency on—	
H.R. 6481.....	19
H.R. 7167.....	23
Federal Communications Commission on H.R. 6481.....	20
Comments on S. 1404, H.R. 6481, and H.R. 6785.....	20
Federal Maritime Commission on H.R. 6481.....	19
General Services Administration on H.R. 6481.....	18
Interior, Department of the, on H.R. 6481.....	16
Navy, Department of the.....	12
Postmaster General, Office of the, on—	
H.R. 6481.....	17
H.R. 7167.....	23
Treasury, Department of the, on H.R. 6481.....	18
Statement of—	
Adams, Brig. Gen. Joseph P., Association of Local Transport Airlines..	117
Anderson, Hon. John Tracy, State representative, Minnesota House of Representatives, 43d District South, St. Paul, Minn.....	102
Brandt, Lloyd L., manager, legislative department, Minneapolis (Minn.) Chamber of Commerce.....	97
Bush, Hon. John W., Chairman, Interstate Commerce Commission..	48
Corman, Hon. James C., a Representative in Congress from the State of California.....	46
Cotton, Hon. Norris, a U.S. Senator from the State of New Hamp- shire.....	40
Derwinski, Hon. Edward J., a Representative in Congress from the State of Illinois.....	43
Fraser, Hon. Donald M., a Representative in Congress from the State of Minnesota.....	35
Fulton, Hon. Richard, a Representative in Congress from the State of Tennessee.....	104
Gray, Hon. Kenneth J., a Representative in Congress from the State of Illinois.....	47
Hansen, Hon. John R., a Representative in Congress from the State of Iowa.....	43
Karth, Hon. Joseph E., a Representative in Congress from the State of Minnesota.....	25
Lyon, Carl V., assistant general solicitor, Association of American Railroads.....	109

Statement of—Continued		Page
Ramspeck, Hon. Robert, chairman, Committee for Time Uniformity, Washington, D.C.	-----	58
Redding, Robert E., executive director, Committee for Time Uniformity	-----	73
Rosenak, Janice, attorney, Interstate Commerce Commission	-----	48
Saylor, Hon. John P., a Representative in Congress from the State of Pennsylvania	-----	41
Shipley, Hon. George E., a Representative in Congress from the State of Illinois	-----	44
Slichter, Jack M., on behalf of Air Transport Association of America	-----	107
Trice, R. A., vice president and traffic manager, Virginia Stage Lines, Inc., Charlottesville, Va.	-----	90
Walker, Hon. E. S. Johnny, a Representative in Congress from the State of New Mexico	-----	42
Additional material submitted for the record by—		
Amalgamated Transit Union, letter from John M. Elliott, international president	-----	136
American Broadcasting Co., letter from Leonard H. Goldenson, president	-----	126
American Mutual Insurance Alliance, letter from Wallace M. Smith, Washington (D.C.) branch office manager	-----	136
American National Bank & Trust Co., letter from W. T. Price, vice president	-----	27
American Short Line Railroad Association, statement of Carroll P. Burks, president	-----	118
American Telephone & Telegraph Co., letter from F. R. Eckley, executive vice president	-----	122
American Trucking Associations, Inc., Common Carrier Conference, Irregular Route, letter from Henry A. S. van Daalen, Jr., executive director	-----	127
Association of Oil Pipe Lines, letter from J. D. Durand, general counsel	-----	128
Association of Stock Exchange Firms, telegram from William E. Hutton, president	-----	135
Brant, Lloyd L., manger, legislative department, Minneapolis Chamber of Commerce:		
Appendix A—Minneapolis Grain Exchange trading hours	-----	101
Appendix B—Sunrise time in Minneapolis (chart)	-----	101
Central Livestock Association, Inc., letter from N. K. Carnes, general manager	-----	27
Citizens for Standard Time, letter from H. H. Horner, national chairman	-----	140
Columbia Broadcasting System, Inc., letter from Theodore F. Koop, vice president	-----	125
Committee for Time Uniformity:		
"A Worldwide Survey of Time Observance," article by Thomas E. Pyne	-----	78
1965 time observances (3 maps)	-----	64-65
Summary of pending time bills	-----	70
Devins, D. W., St. Paul, Minn., letter from	-----	26
Farwell, Ozmun, Kirk & Co., letter from George R. Bohrer, chairman of the board	-----	31
Fraser, Hon. Donald M., a Representative in Congress from the State of Minnesota, appendix A to prepared statement (results of poll published in Minneapolis Tribune, June 1964)	-----	37
Freight Forwarders Institute, letter from R. J. Riddick, executive secretary	-----	118
Frost, Hon. Thomas N., member of Virginia State Legislature:		
Statement presented before Senate Commerce Committee April 26, 1965	-----	77
Telegram from	-----	77
Goll, Mrs. Vera, Kenosha, Wis., letter from	-----	139
Gould-National Batteries, Inc., letter from Horace G. Miller, director, personnel and labor relations	-----	26
Hamm, Theo., Brewing Co., letter from William C. Figge, president	-----	28
Hawaiian Committee for Time Uniformity:		
Letter from Richard Cronin, chairman	-----	130
Summary of why time conformity is advantageous to Hawaii	-----	131
Hilex Co., Inc., letter from Asa A. Eldredge, president	-----	30

CONTENTS

v

Additional material submitted for the record by—Continued	
	Page
International Association of Machinists, AFL-CIO, letter from P. L. Siemiller, international president.....	121
Interstate Commerce Commission, recommended legislation as set forth as recommendation No. 19 of its 78th annual report.....	49
Jansen Electronics Manufacturing, Inc., letter from Paul W. Jansen, president.....	28
Jansky, Albert, Yuba, Wis., letter from.....	139
Jenal, Robert L., St. Paul, Minn., letter from.....	30
Lyon, Carl V., assistant general solicitor, Association of American Railroads:	
List of cities and towns observing daylight saving time (attachment A).....	113
Statement of difficulty being experienced by railroads because of lack of uniformity in time (attachment B).....	115
Manufacturers Hanover Trust Co., letter from Richard E. Morgan.....	136
May Hosiery Mills, letter from Mortimer May.....	135
Metropolitan Washington Board of Trade, letter from William H. Press, executive vice president.....	138
Minnesota Mutual Life Insurance Co., letter from Walter J. Rupert, president.....	29
Multi-Clean Products, Inc., letter from E. V. Coulter, president.....	30
Nason, Phillip H., St. Paul, Minn., letter from.....	31
National Association of Broadcasters, letter from Vincent T. Wasilewski, president.....	126
National Association of Counties, letter from W. W. Dumas, president.....	129
National Association of Securities Dealers, Inc., letter from Robert W. Haack, president.....	127
National Association of State Aviation Officials, statement of A. B. McMullen, executive vice president.....	120
National Association of Travel Organizations, statement of William D. Toohey, chairman, Government Relations Committee.....	119
National Broadcasting Co., Inc., letter from David C. Adams, senior executive vice president.....	125
National Council of Farmer Cooperatives, letter from L. James Harman, Jr., general counsel.....	129
National Industrial Traffic League, letter from L. J. Dorr, executive secretary.....	128
Northern Pacific Railway Co., letter from Robert S. Macfarlane, president.....	31
Pacific Coast Stock Exchange, statement of Thomas P. Phelan, president.....	76
Pacific American Steamship Association, letter from John N. Thurman, vice president.....	137
Railway Labor Executives' Association, letter from Donald S. Beattie, executive secretary.....	137
Reeve, Donald A., St. Paul, Minn., letter from.....	139
St. Paul (Minn.) Area Chamber of Commerce:	
Press release No. 29, February 25, 1965.....	32
Summary of daylight saving time poll (table).....	33
Press release No. 44, April 20, 1965.....	33
Comparison of time in principal cities of United States and Canada with Minnesota's daylight saving time (table).....	34-35
Swift & Co., letter from H. F. Morris, general manager.....	28
Trans-Missouri-Kansas Shippers' Board, letter from N. R. Warmack, general chairman.....	138
Trice, R. A., vice president, Virginia Stage Lines, Inc., appendix to prepared statement.....	93
U.S. Independent Telephone Association:	
Letter dated April 30, 1965, to Senator Magnuson, chairman, Senate Commerce Committee, from William C. Mott, executive vice president.....	123
Letter dated February 1, 1966, from William C. Mott, executive vice president.....	122
Webb Publishing Co., letter from Reuel D. Harmon, president.....	29
Western Union Telegraph Co., letter from K. W. Heberton, vice president.....	124
Whirlpool Corp., letter from J. F. Bourquin, general manager.....	29

Introduction 1

Chapter I 10

Chapter II 20

Chapter III 30

Chapter IV 40

Chapter V 50

Chapter VI 60

Chapter VII 70

Chapter VIII 80

Chapter IX 90

Chapter X 100

Chapter XI 110

Chapter XII 120

Chapter XIII 130

Chapter XIV 140

Chapter XV 150

Chapter XVI 160

Chapter XVII 170

Chapter XVIII 180

Chapter XIX 190

Chapter XX 200

Chapter XXI 210

Chapter XXII 220

Chapter XXIII 230

Chapter XXIV 240

Chapter XXV 250

Chapter XXVI 260

Chapter XXVII 270

Chapter XXVIII 280

Chapter XXIX 290

Chapter XXX 300

UNIFORM TIME

WEDNESDAY, FEBRUARY 2, 1966

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

The committee met, pursuant to notice, at 10 a.m., in room 2123, Rayburn House Office Building, the Honorable Harley O. Staggers (chairman) presiding.

The CHAIRMAN. The committee will come to order.

This morning, the committee has before it the long-continuing problem of whether or not the country should have time uniformity. Many persons and organizations in the fields of industry, finance, transportation, and commerce have been concerned with this subject over the years.

Actually, I have found as we have considered this subject in previous Congresses, that it is one which raises definite views in each citizen with whom one talks. Unfortunately, the views from one individual to another have not been compatible. Therefore, this problem has been under debate and consideration for many years. Now, it is hoped that we can reconcile the various views and enact legislation which will work to the benefit of the greatest number. I believe that we can.

The bills before us this morning total 17. Four of these, H.R. 76, H.R. 1581, H.R. 7167, and S. 1401—which passed the Senate in June of the last session—are dissimilar from the remainder in one respect or another. H.R. 3385, H.R. 6134, H.R. 8394, H.R. 9023, H.R. 9066, and H.R. 9152, comprise a group of identical bills. H.R. 2424, 5055 and 10573 are another group. And H.R. 6481, 6785, 7867, and 11743 make a third group of identical bills.

I understand that several of our colleagues who are not on the committee wish to give testimony on this important subject. We will hear from them first; then we will proceed with the Chairman of the Interstate Commerce Commission, the Honorable John W. Bush, and then we will hear from all of the other interested organizations and individuals.

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

(The material referred to follows:)

[H.R. 76, 89th 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 April of each year and ending at 2 o'clock antemeridian on the last Sunday of October 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 herewith.

"(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 the 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. 1581, 89th 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, co-partnership, 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. 7167, 89th 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 "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 Agency designated by Congress to administer the provisions of this Act (hereafter in this Act referred to as the "Agency") and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Interstate Commerce 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 Agency.

SEC. 6. (a) In determining the boundaries of the several zones the Agency 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 Agency, 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 Agency 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. (a) In the case of any zone, or any one contiguous portion of any zone having boundaries determined by the Agency (hereafter in this Act referred to as a "subzone"), the Agency 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 Agency 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 to the east. The boundary of any subzone shall be placed where, in the judgment of the Agency, it best promotes the safety, convenience, and welfare of the country as a whole, taking into consideration the desires of those affected and the appropriateness of the advanced time for the areas concerned. The Agency 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 Agency to place or not 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 in such zone or in any portion thereof, 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. 8. (a) Before determining or changing the boundaries of any zone or subzone, the Agency shall afford interested persons notice and an opportunity for a hearing.

(b) Any person, organization, or State or political subdivision thereof may file with the Agency a petition seeking the establishment or change of the boundaries of a zone or a subzone. The Agency may deny any such petition or grant such relief as it finds justified in the public interest.

SEC. 9. (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 7(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 agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency, and shall be observed by all persons in civil and business relations with the public.

(b) Subject to the prior approval of the Agency 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 Agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In any case in which the Agency 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.

Sec. 10. In all laws, statutes, ordinances, orders, rules, and regulations relating to—

(1) the time of performance of any act by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency;

(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. 11. The Agency is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Agency, it shall be the duty of any United States attorney 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 punishment of all violations thereof.

Sec. 12. 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. 13. 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 its obedience thereto.

Sec. 14. 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 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. 15. 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. 16. The Agency 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 authen-

tication, 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, 1966, 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 a 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, 1966.

[S. 1404, 89th Cong., 1st sess.]

AN ACT To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other 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 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918 (40 Stat. 450), and 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 (41 Stat. 1446). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or changeover dates different from those specified herein.

SEC. 4. The second sentence of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), is amended by striking out "be the United States standard time of the zone" and insert in lieu thereof a comma and "insofar as practicable, be the prevailing established time (including daylight saving time where established) of the area".

SEC. 5. (a) 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, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an

order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"SEC. 4. The standard time of the first zone shall be known and designated as 'Atlantic standard time'; that of the second zone shall be known and designated as 'Eastern standard time'; that of the third zone shall be known and designated as 'Central standard time'; that of the fourth zone shall be known and designated as 'Mountain standard time'; that of the fifth zone shall be known and designated as 'Pacific standard time'; that of the sixth zone shall be known and designated as 'Yukon standard time'; that of the seventh zone shall be known and designated as 'Alaska-Hawaii standard time'; and that of the eighth zone shall be known and designated as 'Bering standard time.'"

SEC. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States," approved March 19, 1918, as amended, and 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.

SEC. 7. This Act shall take effect January 1, 1966.

Passed the Senate June 3, 1965.

Attest:

FELTON M. JOHNSTON,
Secretary.

[H.R. 3385, 89th Cong., 1st 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 antemeridan on the last Sunday in April of each year and shall end at 2 o'clock antemeridan on the last Sunday in October of each year."

[H.R. 2424, 89th Cong., 1st sess.]

A BILL To amend the Standard Time Act of March 19, 1918, in order to establish two new time zones and 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 section 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. 261), is amended by striking out "and that of the fifth zone, which shall include only Alaska, on the one hundred and fiftieth degree" and inserting in lieu thereof the following: "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".

SEC. 2. The first sentence of section 2 of such Act of 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 zone shall be the measure of time for all purposes".

SEC. 3. Section 4 of such Act of March 19, 1918, as amended (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. 4. Such Act of March 19, 1918, as amended, is further amended by redesignating section 5 thereof as section 6 and by inserting immediately after section 4 thereof the following new section:

"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 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. 5. This Act shall take effect on July 1, 1965.

[H.R. 6481, 89th Cong., 1st sess.]

A BILL To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other 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 1965."

SEC. 2. It is the policy of the United States to promote the adoption and observance of uniform time within the standard time zones prescribed by the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918 (40 Stat. 450; 15 U.S.C. 261-263), and 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 (41 Stat. 1446; 15 U.S.C. 265). To this end the Interstate Commerce Commission is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone as prescribed by such Acts.

SEC. 3. (a) Whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 o'clock antemeridian on the last Sunday in April and shall end at 2 o'clock antemeridian on the last Sunday in October and shall advance the standard time otherwise applicable by one hour.

(b) It is hereby declared that it is the express intent of Congress by this section to supersede any and all laws of the States or political subdivisions thereof insofar as they may now or hereafter provide for advances in time or change-over dates different from those specified in this section.

(c) For any violation of the provisions of this section the Interstate Commerce Commission or its duly authorized agent may apply to the district court of the United States in which such violation occurs for the enforcement of this section; and such court shall have jurisdiction to enforce obedience thereto by writ of injunction or by other process, mandatory or otherwise, restraining against further violations of this section and enjoining obedience thereto.

SEC. 4. Notwithstanding the provisions of section 2 of the Act of March 19, 1918 (40 Stat. 451; 15 U.S.C. 262), whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time consistent with the provisions of section 3 of this Act, in all statutes, orders, rules, and regulations relating to the time of performance of any act by any officer or department of the United States, whether in the legislative, executive, or judicial branches of the Government, or relating to the time within which any rights shall accrue or determine, or within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States, it shall be understood and intended that such time during such period shall be said daylight saving time, and such time shall be the exclusive time within such State or political subdivision or the District of Columbia, as the case may be, 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.

Sec. 5. (a) 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, as amended (40 Stat. 450; 15 U.S.C. 261), is amended to read as follows:

"That for the purpose of establishing the standard time of the United States, the territory of the United States shall be divided into eight zones in the manner provided in this section. The standard time of the first zone shall be based on the mean solar time of the sixtieth degree of longitude west from Greenwich; that of the second zone on the seventy-fifth degree of longitude; that of the third zone on the ninetieth degree; that of the fourth zone on the one hundred and fifth degree; that of the fifth zone on the one hundred and twentieth degree; that of the sixth zone on the one hundred and thirty-fifth degree; that of the seventh zone on the one hundred and fiftieth degree; and that of the eighth zone on the one hundred and sixty-fifth degree. The limits of each zone shall be defined by an order of the Interstate Commerce Commission, having regard for the convenience of commerce and the existing junction points and division points of common carriers engaged in commerce between the several States and with foreign nations, and such order may be modified from time to time."

(b) Section 4 of such Act (40 Stat. 451; 15 U.S.C. 263) is amended to read as follows:

"Sec. 4. The standard time of the first zone shall be known and designated as Atlantic standard time; that of the second zone shall be known and designated as eastern standard time; that of the third zone shall be known and designated as central standard time; that of the fourth zone shall be known and designated as mountain standard time; that of the fifth zone shall be known and designated as Pacific standard time; that of the sixth zone shall be known and designated as Yukon standard time; that of the seventh zone shall be known and designated as Alaska-Hawaii standard time; and that of the eighth zone shall be known and designated as Bering standard time."

Sec. 6. The Administrative Procedure Act (5 U.S.C. 1000-1011) shall apply to all proceedings under this Act, the Act entitled "An Act to save daylight and to provide standard time for the United States", approved March 19, 1918, as amended, and 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.

Sec. 7. This Act shall take effect January 1, 1966.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your notice of January 24, 1966, concerning hearings to begin on February 1, 1966, on H.R. 6785, H.R. 6481, H.R. 1581, H.R. 76, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 7167, H.R. 7867, H.R. 8394, H.R. 9023, H.R. 9066, H.R. 9152, H.R. 10573, and H.R. 11743, bills under various titles, which would seek to establish greater uniformity in the system of time standards.

This problem has been under consideration by the Congress for several years. As you know, there are two principal causes of confusion. First, many jurisdictions make independent decisions on whether to adopt daylight saving time or remain on standard time during the summer months. In consequence a patchwork of different times may be found in contiguous areas in many part of the country. Second, States and local governments can and do select different dates for beginning and ending the use of daylight saving time. In some places daylight time is in force for 6 months, in other places for shorter periods. During the last session, the Senate passed S. 1404, a bill substantially similar to H.R. 6785 and H.R. 6481. These bills would (1) declare it to be the policy of the United States to promote the adoption and observance of uniform time within the standard time zones; (2) provide that daylight saving time, if

adopted, shall begin on the last Sunday in April and end on the last Sunday in October; and (3) increase the number of time zones from five to eight.

Adoption of any one of these bills would eliminate one of the sources of present confusion and for this reason we favor enactment of legislation such as H.R. 6785. We believe that effort should continue, through legislation if necessary, to obtain greater uniformity of time observance within the standard time zones.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DEPARTMENT OF THE NAVY,
OFFICE OF THE SECRETARY,
Washington, D.C., April 29, 1965.

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

MY DEAR MR. CHAIRMAN: Your requests for comment on H.R. 76, H.R. 1581, H.R. 2424, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, related bills to establish a uniform time system for the United States and for other purposes, have 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.

H.R. 76, H.R. 6134, H.R. 6481, and H.R. 7167 would establish a uniform date for the commencement of daylight saving time throughout the country. H.R. 2424 and H.R. 5055 would eliminate the use of any time but standard time throughout the country. H.R. 1581 would eliminate the use of the term "daylight saving time," but would permit the assignment of areas desiring it to the next time zone eastward, so their standard time would be the time of that zone.

H.R. 76, H.R. 2424, and H.R. 5055 would establish seven time zones in the United States: eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 75° W., working westward in increments of 15 degrees. H.R. 1581, H.R. 6481, and H.R. 7167 would establish eight time zones in the United States: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering, commencing at longitude 60° W. and working westward in increments of 15 degrees.

H.R. 1581 and H.R. 7167 would place the power of definition of time zones and enforcement proceedings in the hands of an agency to be designated by Congress. The remaining bills would leave these powers with the Interstate Commerce Commission, where it presently resides.

H.R. 76, H.R. 1581, and H.R. 7167 provide for enforcement through a Federal district court injunction, civil action against persons who fail or refuse to comply, and criminal action against persons who willingly and knowingly violate the provisions of the bill. H.R. 2424 and H.R. 5055 provide for criminal sanctions against government officials or private individuals who violate the bill.

The Department of the Navy, on behalf of the Department of Defense, supports 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 89th Congress.

Should H.R. 76 be the bill considered, it is recommended that the effective date, page 6, line 11, be changed to read "January 1, 1966." Should H.R. 1581 be the bill considered, it is recommended the title of the act, page 1, lines 3 to 4, be changed to read, "The Standard Time Act of 1965."

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, Acting Chief of Legislative Affairs,
(For the Secretary of the Navy).*

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., August 11, 1965.

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

DEAR MR. CHAIRMAN: This is in further reply to your requests for the views of this Department concerning H.R. 76, H.R. 1581, H.R. 2424, H.R. 3385, H.R. 5055, H.R. 6134, H.R. 6481, and H.R. 7167, all of which relate to establishing time zones and standard time for the United States. The bills, except for H.R. 2424 and H.R. 5055, also make provision for daylight saving or advanced time.

This Department has reviewed the above-mentioned bills and also S. 1404, a related measure which has passed the Senate and is now pending before your committee. We prefer the provisions of S. 1404 as passed by the Senate.

S. 1404, if enacted, would be known as the Uniform Time Act of 1965.

Section 2 states the policy of the United States to promote the adoption and observance of uniform time. The Interstate Commerce Commission, which is designated as the agency to administer and enforce the act, is authorized and directed to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout each standard time zone.

Section 3(a) would require that if daylight saving time is adopted by a State or political subdivision thereof it shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. Section 3(b) would supersede State and local law establishing different changeover dates.

Section 4 would amend existing law relating to the legal effect of time zone designation (15 U.S.C. 262) to provide that a time specified in a statute, order, rule, or regulation affecting Federal activity shall be understood to be, insofar as practicable, the federally established standard time, or the daylight saving time where established, for the area in question.

Section 5 of the bill would amend the Standard Time Act of 1918 to enlarge from five to eight the number of time zones established under the law. A new easternmost time zone based upon the mean solar time of the 60th degree of longitude west from Greenwich, to be known as Atlantic standard time, would be established. The present Alaska standard time zone would be redesignated Alaska-Hawaii standard time and two additional zones to be known as Yukon standard time and Bering standard time would be established.

Section 6 would make the Administrative Procedure Act applicable to proceedings under the act and to proceedings under the Standard Time Act of 1918.

The Department of Commerce recommends enactment of S. 1404.

There are two basic causes of the present confusion over time in the United States. The first is that a great number of political units make separate decisions on whether to adopt daylight savings time or remain on standard time during the summer months. In some cases the final decision is made by the State, in others by the locality. The result in many areas of the country is a patchwork of small areas using different time standards. The second cause of confusion is that States and political subdivisions select different dates for starting and stopping the use of daylight saving time. Some areas adopt daylight saving time for 6 months, others for 3 months, others for differing periods in between.

S. 1404 is aimed at correcting one of these two existing sources of confusion, namely, variations in the time of adoption and termination of daylight saving time. In those jurisdictions where daylight saving time is adopted its duration would be fixed by law. The bill does not make an attempt, however, to encourage greater uniformity in selecting standard or daylight saving time within a State or among a group of States.

Although we believe that greater regional uniformity in the selection of standard or daylight saving time would be valuable for facilitating interstate commerce and should be an early objective, we believe that S. 1404 would make a valuable contribution by standardizing the period during which daylight saving time would be in effect.

The other principal feature of the bill, the establishment of three new time zones, would give appropriate recognition to the position of our two newest States, Alaska and Hawaii, in our time zone nomenclature. It would also provide a convenient method of designation of the off-shore time of our eastern seaboard.

In our report to the Senate on S. 1404, we referred to certain ambiguities in the bill and to certain technical difficulties which the bill could cause if enacted.

The Senate Commerce Committee recommended amendments to S. 1404 which were adopted by the Senate. We believe that those amendments have removed the ambiguities and technical difficulties to which we earlier referred. The Department of Commerce strongly supports S. 1404 and recommends favorable action thereon.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report from the standpoint of the administration's program.

Sincerely,

JAMES L. PARRIS,
Acting General Counsel.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., February 3, 1966.

HOB. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMANS This is in response to your invitation to make our views known on H.R. 1581 and a number of other bills concerned with the establishment of a more uniform system of time and a standard of time measurement within the United States. The principal and most significant difference in the bills appears to be that H.R. 1581, among others, would establish a uniform national system of time standards in the United States, while H.R. 6785, among others, would establish uniform dates throughout the United States for those State and local jurisdictions choosing to observe daylight saving time.

The existing Standard Time Act, enacted in 1918, is devoid of enforcement procedure, and the deficiencies of the act in general undoubtedly have contributed to the prevailing lack of uniformity of time observance across the Nation. In 1965, there were 36 States which observed daylight-saving time. Of the 36 which observed it, 18 did so on the basis of local option, and only 16 of them observed the same switchover dates for going on and off daylight time.

Under such unsystematic procedures, with State and local governments acting independently, great confusion prevails with regard to time standards. In fact, there does not appear to be any single agency or other central source of information available today that can with certainty provide information as to precisely what time prevails on a given date on a community-to-community basis.

The major justification for Federal legislation establishing uniform practice throughout the country is that the present situation causes great confusion and unnecessary and wasteful practices in many areas of our economy. The most extreme problems are in the transportation industries where the railroads and busline estimate that the present nonuniformity in the adoption of daylight saving time costs them annually \$1,250,000 in the mere printing of schedules, not to mention the man-hours that go into actual revision of schedules. Similar problems are cited in the communications industries. It is a matter of concern to Federal, State, and local governments generally. It obviously has potentially significant implications for military preparedness and civil defense.

Because of the intergovernmental implications of the time uniformity question, our Commission specifically considered this matter at its January 1964 meeting. A current list of members is enclosed. In brief, the Commission considered these 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. We believe that H.R. 1581 best accomplishes this objective.

Major progress toward uniform practice throughout the country would also be achieved by H.R. 6785, S. 1404 as proposed in the Senate, and related bills. If such legislation were adopted by the Congress, the Commission would urge enactment by the States of a uniform time law. Such legislation is already contained in our Commission's 1966 State legislative program. It is designed to achieve intrastate uniformity, wherein either the entire State would remain on standard time or would go to daylight saving time on a statewide basis with the

beginning and ending dates coinciding with those specified in the Federal legislation now being considered by your committee. A copy of the Commission's proposed model State legislation is enclosed.

Sincerely yours,

WM. G. COLMAN,
Executive Director.

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS, JANUARY 1966

Frank Bane, Chairman.
 Thomas H. Elliot, Vice Chairman.
 William O. Beach, county judge, Montgomery County, Tenn.
 Neal S. Blaisdell, mayor, Honolulu, Hawaii.
 Edward Connor, supervisor, Wayne County, Mich.
 Marion Crank, House of Representatives, Arkansas.
 John Dempsey, Governor of Connecticut.
 C. George DeStefano, member of the State Senate, Rhode Island.
 Florence P. Dwyer, Mrs., Member of the House of Representatives.
 Sam J. Ervin, Jr., Member of the Senate.
 L. H. Fountain, Member of the House of Representatives.
 Henry H. Fowler, Secretary of the Treasury.
 Orville L. Freeman, Secretary of Agriculture.
 Herman Goldner, mayor, St. Petersburg, Fla.
 Eugene J. Keogh, Member of the House of Representatives.
 Richard Lee, mayor, New Haven, Conn.
 Karl E. Mundt, Member of the Senate.
 Edmund S. Muskie, Member of the Senate.
 Arthur Naftalin, mayor, Minneapolis, Minn.
 Nelson A. Rockefeller, Governor of New York.
 Carl E. Sanders, Governor of Georgia.
 Robert E. Smylie, Governor of Idaho.
 Adelaide Walters, Mrs., citizen member, Chapel Hill, N.C.
 Robert C. Weaver, Secretary, Department of Housing and Urban Development.
 Charles R. Weiner, member of the State Senate, Pennsylvania.
 Barbara A. Wilcox, Mrs., county commissioner, Washington County, Oreg.
 Wm. G. Colman, Executive Director.

UNIFORM TIME LAW¹

The variation in the use of daylight saving time throughout the country has caused significant problems. These problems are particularly acute for industrial and commercial concerns engaged in transportation and communication but involve many others, particularly when individual communities exercise local option in deciding whether or not to go on daylight saving time. The problem exists because of the variation within the standard time zones both in the decisions by States and their subdivisions to use daylight saving time and in the decisions regarding the time to commence and end daylight saving time.

During 1965 36 States have some provision for the observance of daylight saving time, but in only 18 does it apply throughout the State. In the other 18 States, a form of local option or limited authorization by the State legislature provides the means for adoption of daylight saving time. Furthermore, daylight saving time begins and ends at different times in different jurisdictions. Sixteen States, all but one of which are among the 18 States in which daylight saving time applies throughout the State, have a uniform period for its use which begins the last Sunday of April and ends the last Sunday in October. Daylight saving time in the other 20 States, whether on a statewide or local option basis, begins and ends at various times during the calendar year. In only three areas do contiguous States uniformly observe daylight saving time on a statewide basis. These are: (1) California and Nevada; (2) Illinois and Wisconsin; and (3) a group of 10 Northeastern States comprised of Maine, Vermont, New Hampshire, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Delaware, and Pennsylvania. Variations can become so complex that in one State with local option there were 23 different combinations of starting and stopping dates for daylight saving time in 1964.

¹ Included in the Council of State Governments' Suggested State Legislation.

It should also be noted that two States currently observe daylight saving time "in reverse," i.e., they are located in the central standard time zone but portions of the two States (North Dakota and Texas) observe mountain standard time.

Various solutions to the problem of time confusion in the United States have been proposed. Present Federal legislation consists of the Standard Time Act which was enacted in 1918 and has been substantially unchanged since that time. It gives the Interstate Commerce Commission the responsibility of fixing the boundaries between standard time zones in the continental United States but does not refer to daylight saving time. The standard time zones are not mandatory with the States; but the act does declare that in statutes or regulations which specify a time of performance by any Federal officer or time within which rights shall accrue, it is intended and understood that the time shall be standard time. Bills have been introduced in Congress to require national time uniformity, including daylight saving time, within nationally established time zones. Such bills have frequently been limited in their mandatory provisions to apply only to interstate travel and Federal Government business. Bills have also been introduced to require intrastate uniformity, either as to the observance of daylight saving time, its duration, or both.

Another approach, and that which is taken in the suggested legislation, is for the States that wish to observe daylight saving time to require by State legislation its adoption throughout the State, beginning and ending on a uniform basis. The most widely accepted dates for this purpose are the last Sunday of April and the last Sunday of October. If the objective of intrastate uniformity in the observance of daylight saving time and interstate uniformity to the extent that States observe daylight saving time is to be achieved, it is essential that these two dates be specified.

SUGGESTED LEGISLATION

[Title should conform to State requirements. The following is a suggestion: "An Act to provide for uniform time."]

(Be it enacted, etc.)

Section 1. Standard of Time.

(a) The standard time in this State shall be the solar time of the [] meridian west of Greenwich commonly known as [] standard time. [Notwithstanding the foregoing, the standard time in this State, between 2 o'clock antemeridian on the last Sunday in April and 2 o'clock antemeridian on the last Sunday in October of each year, commonly known as daylight saving time, shall be one hour in advance of that prescribed above.]²

(b) All departments of the State government, and all [counties, cities, towns, and villages] shall use the standard of time prescribed in subsection (a) hereof.

(c) All persons operating or maintaining places of business or engaged in business activity shall use the standard of time prescribed in subsection (a) hereof.

Section 2. Effective Date. [Insert effective date.]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 15, 1965.

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

DEAR MR. HARRIS: This responds to your requests for the views of this Department on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and H.R. 6134, a similar bill to provide a uniform period for daylight saving time.

We recommend enactment of one of the bills.

The bill would require that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October. The bill does not require that daylight saving time be

² The bracketed language is designed for those States wishing to use daylight saving time. It should be emphasized that if uniformity is to be achieved, it is essential that the two dates shown be specified. States located in more than one time zone would have to revise this section to identify and refer to the two zones.

adopted, it merely provides that whenever it is adopted it must be on a uniform basis throughout the Nation.

We believe that the enactment of the bill will be of considerable benefit in conducting the business of the Government. Our experience has been that there is always confusion during the months of the daylight saving period as to what areas use it and regarding the date on which it begins and ends in any given area. The enactment of the bill would solve the second problem and, we would hope, would serve to promote the adoption of daylight saving time in all areas engaging in interstate business. We believe that enactment of the bill should make for a more efficient use of telephone and teletype communications and, therefore, result in a savings for the Government.

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

Sincerely yours,

D. OTIS BEASLEY,
Assistant Secretary of the Interior.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., June 11, 1965.

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 our views concerning the bill H.R. 6481, which proposes to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those areas where it is observed.

The measure would standardize the dates on which daylight saving time would begin in the spring and end in the fall. It provides that every State and local jurisdiction would be free to determine for itself whether or not it wanted to observe daylight saving time, but if it adopted such time it would be required to observe that time from the fourth Sunday in April to the last Sunday in October.

In addition, the bill would revise the present law (15 U.S.C. 261-263) relating to the present standard time zones (eastern, central, mountain, Pacific, and Alaska) by establishing eight standard time zones: (1) Atlantic, (2) eastern, (3) central, (4) mountain, (5) Pacific, (6) Yukon, (7) Alaska-Hawaii, and (8) Bering; and require that the Administrative Procedure Act apply to proceedings of the Interstate Commerce Commission relating to boundaries of such standard time zones.

We favor the general objectives of this legislation because it will eliminate much of 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 voluntarily use daylight time, falls short of the goal of complete uniformity by failing to make daylight time mandatory for all jurisdictions.

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

FREDERICK C. BELEN,
Acting Postmaster General.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 22, 1965.

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 25, 1965, for a report on H.R. 6481, a bill to establish uniform dates throughout the United

States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other 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.*

THE GENERAL COUNSEL OF THE TREASURY,
Washington, D.C., April 15, 1965.

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

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on H.R. 6481, to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The proposed legislation (1) would direct the Interstate Commerce Commission to foster and promote widespread and uniform adoption and observance of the same standards of time within and throughout the standard time zones established by law, (2) would provide that whenever any State or political subdivision thereof, or the District of Columbia, adopts daylight saving time, such time shall commence at 2 a.m. on the last Sunday in April and shall end at 2 a.m. on the last Sunday in October, and (3) would provide for four time zones in Alaska.

Since the proposed legislation relates to matters primarily within the jurisdiction of the Interstate Commerce Commission, the Treasury has no comments to make on the merits of the bill.

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

Sincerely yours,

FRED B. SMITH,
Acting General Counsel.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF EMERGENCY PLANNING,
Washington, D.C., April 9, 1965.

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 comments of this office concerning H.R. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The Office of Emergency Planning defers to those departments and agencies having a more direct interest in the subject matter.

From the standpoint of the administration's program, the Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

FRANKLIN B. DRYDEN
(For Director Buford Ellington).

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., August 4, 1965.

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

DEAR MR. CHAIRMAN: Your letter of March 25, 1965, requested the views of the General Services Administration on H.R. 6481, 89th Congress, a bill "To establish uniform dates throughout the United States for the commencing and

ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes."

In addition to the purpose of the bill stated in the title, the proposed measure would provide for the establishment of eight standard time zones to replace present five standard time zones in the United States.

GSA has no objection to the enactment of H.R. 6481.

The enactment of the proposed legislation 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,

LAWSON B. KNOTT, Jr.,
Administrator.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

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 of March 25, 1965, for the views of this Agency with respect to H.R. 6481, a bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes."

This bill would amend the act entitled "An act to save daylight and to provide standard time for the United States," (15 U.S.C. 261-64) to provide uniform observance of daylight saving time during certain months of the year.

The time established by the bill is to govern, among other things, "the movement of all common carriers in interstate commerce." Assuming this phrase is given no broader scope than that given the identical phrase in the 45-year-old statute being amended, H.R. 6481 will not affect this Agency's necessary use of Greenwich mean time in communications relating to air traffic control, weather reporting, flight information services and aerial navigation. On this understanding, and since the subject matter of H.R. 6481 is not otherwise within the purview of this Agency, we have no comment on the 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,

(Signed) WILLIAM F. MCKEE,
Administrator.

FEDERAL MARITIME COMMISSION,
Washington, D.C., June 30, 1965.

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

DEAR MR. CHAIRMAN: The Federal Maritime Commission has received detailed information on the subject of time uniformity from the Committee for Time Uniformity. As a result of studying this information, we now affirmatively comment on the proposed bill H.R. 6481.

This bill would establish a uniform daylight saving time period throughout the United States covering all States or jurisdictions which choose to observe daylight saving time. It would also amend the Standard Time Act of 1918 to create new time zones to meet the needs of Alaska and Hawaii.

Further, the bill would establish eight time zones. The Atlantic standard time zone would be established east of the present eastern time zone. The present eastern, central, mountain, and Pacific time zones would be retained. The present Alaska standard time zone would be abolished and the Yukon, Alaska-Hawaii, and Bering time zones would be established west of the present Pacific time zone. The limits of each zone would be defined by the Interstate Commerce Commission after taking into consideration convenience of commerce and existing operations of common carriers engaged in interstate commerce.

We believe that there is a need for legislation to establish uniform time standards because it would facilitate shipments of cargo and movement of passengers by eliminating confusion and achieving greater expediency. Accordingly, we support legislation to accomplish these ends.

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

Sincerely yours,

JOHN HARLLEE,

Rear Admiral, U.S. Navy (Retired), Chairman.

FEDERAL COMMUNICATIONS COMMISSION,
Washington, D.C., May 4, 1965.

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 seeking this Commission's comments on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

Enclosed please find copies of our comments on this bill and on H.R. 6785 and S. 1404, which are all substantially identical. 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.

Yours sincerely,

E. WILLIAM HENRY, *Chairman.*

COMMENTS OF THE FEDERAL COMMUNICATIONS COMMISSION ON S. 1404, H.R. 6481, AND H.R. 6785, 89TH CONGRESS, BILLS TO ESTABLISH UNIFORM DATES THROUGHOUT THE UNITED STATES FOR THE COMMENCING AND ENDING OF DAYLIGHT SAVING TIME IN THOSE STATES AND LOCAL JURISDICTIONS WHERE IT IS OBSERVED, AND FOR OTHER PURPOSES

S. 1404, H.R. 6481, and H.R. 6785 are nearly identical. These bills are designed to make the dates for daylight saving time uniform throughout the United States. They provide that in those States and local jurisdictions where daylight saving time is observed, it shall commence at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October.

The bills increase the number of time zones in the United States from five to eight. They provide that daylight saving time adopted by any State or political subdivision thereof, or the District of Columbia, shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department, agency, or court of the United States or by any representative thereof, and shall be understood to be the time referred to in "all statutes, orders, rules, and regulations relating to the time * * * within which any act shall or shall not be performed by any person subject to the jurisdiction of the United States." (Sec. 4.) The Interstate Commerce Commission is authorized to enforce the observance of the provisions of the bills.

The Commission has been represented on the Committee for Time Uniformity and has cooperated with that group in its efforts to alleviate some of the confusion stemming from the existing patchwork of local daylight saving time legislation. However, to the extent that section 4 might be construed to make locally adopted daylight saving time applicable to broadcast licensees or permittees, thereby changing their permissible hours of operation as governed by the Commission's rules, these bills give us serious concern.

A few general characteristics of radio transmission should be briefly noted as an aid in understanding our concern. The physical behavior of standard broadcast signals is vastly different day and night. Part of the energy radiated from the transmitting antenna of a broadcast station travels closely along the earth's surface and is called a groundwave signal. The portion of the energy which travels upward and outward from the transmitter into the upper atmosphere is, during daylight hours, so weakened by absorption in the atmosphere before being returned to the earth that it may usually be neglected. However, at night, that portion of the radio signal emitted outward and upward is reflected back strongly to earth at distances much greater than the reach of groundwave signals. Because of this phenomenon, known as skywave transmission, the

majority of standard broadcast stations throughout the United States are required to leave the air, reduce power, and/or employ directional antenna systems during the nighttime hours in order to avoid widespread skywave interference within the protected service areas of other stations assigned to the same channel. Since skywave interference is affected by the degree of light or darkness along the transmission path, the Commission, in its rules governing the hours of operation of standard broadcast stations, is 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 average monthly sunrise and sunset times are set forth in license documents in terms of standard time.

To illustrate the problems created by these bills, suppose that, based upon average sunrise and sunset times, a radio station is authorized to operate during the month of May from 6 a.m. until 7 p.m. local standard time. If the community where that station is located adopts daylight saving time, section 4 of these bills might cause the time specified in the station's authorization to be understood to refer to daylight saving time. The station would thus operate from 6 a.m. until 7 p.m., local daylight saving time (which is 5 a.m. until 6 p.m., standard time). This means the station would begin operation with its daytime facilities 1 hour before sunrise and go off the air, or convert to nighttime facilities, 1 hour before sunset.

The net result of such a situation is that the operation prior to sunrise would violate the North American Regional Broadcasting Agreement and the Agreement Between the United States of America and Mexico. Such operation would also violate the Commission's rules, and could cause undue interference to other domestic stations operating on the same frequency thereby resulting in modification of the licenses of the stations subjected to such interference. Moreover, such a station operating in accordance with local daylight saving time would be deprived of an hour's operating time in the early evening.

The Commission therefore recommends that there be appropriate legislative action to avoid the possibility of these highly undesirable results. Such action could be in the form of a proviso in the bills or a section in the committee report making clear the inapplicability of the bills to the hours of operation of broadcast stations as established by the Commission. Thus, the following proviso could be inserted at the end of section 4: "Provided, That nothing in this Act shall affect the hours of operation of broadcast stations as established by the Federal Communications Commission." If this recommendation is adopted, the Commission would have no objection to the enactment of S. 1404, H.R. 6481, or H.R. 6785.

Adopted: April 21, 1965.

CIVIL AERONAUTICS BOARD,
Washington, D.C., June 3, 1965.

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 letters of March 25 and April 9, 1965, requesting reports by the Board on H.R. 6481, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes, and H.R. 7167, a bill 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.

H.R. 6481 declares it to be the policy of the United States to promote the adoption of uniform time within the existing standard time zones prescribed by the Standard Time Act of March 19, 1918 (40 Stat. 450), and directs the Interstate Commerce Commission, which has the responsibility of defining the limits of existing zones under such act, to foster the uniform observance of the same standards of time throughout each zone. States or political subdivisions thereof electing to adopt daylight saving time would be required to commence such time on the last Sunday in April and end it on the last Sunday in October, and the Commission would be authorized to seek injunctive relief from the Federal courts for violations of the changeover dates. Daylight saving time adopted in accordance with the provisions of the bill would be the exclusive time for the transaction of business by Federal offices.

H.R. 7167, which is identical to draft legislation submitted to the Congress by the Interstate Commerce Commission, differs principally from H.R. 6481,

in that it would be administered by such agency as might be designated by the Congress rather than by the Commission; the Standard Time Act would be repealed and time zones would be prescribed for the United States, with the administering agency being authorized to fix the boundaries thereof; the administering agency would be authorized, where desirable in the public interest, to establish an "advanced" standard of time (the equivalent of daylight saving time) for a zone; and the standard time of each zone would be 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 and for other purposes expressly exempted.

The Board is in accord with the objectives of the bills to provide a more uniform system of time standards for the United States. 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 at individual points because of variations in time observance in different parts of the country. The establishment of uniform cutoff dates for the commencement and termination of daylight saving time would result in cost savings to the industry as well as greater convenience to the traveling public.

Thus, either of the bills would assist in relieving the confusion which exists at the present time. However, the Board believes that in the long run the interests of both carriers and travelers would be better served by a more comprehensive measure such as H.R. 7167.

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

HAROLD R. SANDERSON,
Secretary
(For the Civil Aeronautics Board).

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., May 7, 1965.

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. 6481, 89th Congress, a bill to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

The purpose of the bill is primarily to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 3(a) of the bill provides that whenever any State or political subdivision thereof or the District of Columbia adopts daylight saving time, such time shall commence on the last Sunday in April and shall end on the last Sunday in October. The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953 (67 Stat. 23, sec. 28-2804, D.C. Code) to advance the standard time applicable to the District 1 hour for this same period. 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.

Since the provisions of the bill would not change the present practice in the District of Columbia, but would, in fact, standardize the practice in other political subdivisions with the practice now followed by the District, the Commissioners 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.

OFFICE OF THE POSTMASTER GENERAL,
Washington, D.C., August 9, 1965.

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 a report on H.R. 7167, establishing a uniform system of time standards and measurement for the United States.

The measure would establish eight standard time zones for the territory of the United States. Under present law (15 U.S.C. 263) there are five zones: eastern, central, mountain, Pacific, and Alaska. The zones to be established by the proposed legislation would be: Atlantic, eastern, central, mountain, Pacific, Yukon, Alaska-Hawaii, and Bering. The standard time of a zone, with certain exceptions, would be the time for the transaction of all government business, and for observance by all persons in civil and business relations with the public.

H.R. 7167 would also provide for daylight saving time, and allow the administering agency to determine whether a given zone (or subzone) should be on advanced time from the last Sunday in April to the last Sunday in October of each year.

We favor the general objective of the legislation which is 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.

Section 7 of the bill, for example, 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,

(Signed) JOHN A. GRONOUSKI,
Postmaster General.

FEDERAL AVIATION AGENCY,
Washington, D.C., August 6, 1965.

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 with respect to H.R. 7167, 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 9(b) provides an exception to the use of standard time in a given zone for "air navigation, air traffic control, and related activities." 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 requires the use of one standard time for programing purposes. We believe the continued use of Greenwich mean time for these purposes is imperative and that the exception provided for "air navigation, air traffic control, and related activities" is appropriate.

The other aspects of this bill are not within the purview of this Agency and on them we defer to the views of other interested agencies.

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,

(Signed) WILLIAM F. MCKEE,
Administrator.

GOVERNMENT OF THE DISTRICT OF COLUMBIA,
Washington, D.C., July 8, 1965.

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. 7167, 89th Congress, 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.

The primary purpose of the bill is to establish throughout the United States uniformity in the beginning and ending of daylight saving time.

Section 7(a) of the bill provides, among other things, that in the case of any zone or subzone (as defined by the bill) determined by an agency (designated by Congress), the agency may determine that in each year, from 2 a.m. on the last Sunday in April until 2 a.m. on the last Sunday in October, such zone or subzone, 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 transferred.

Section 7(b) provides that until the agency determines to place or not to place any zone or subzone on advanced time as provided in subsection (a), "daylight saving" or other advanced time may continue to be observed in such zone or in any portion, but only if such "daylight saving" or other advanced time commences at 2 a.m. on the last Sunday in April and ends at 2 a.m. on the last Sunday of October of each year.

The Commissioners of the District of Columbia are authorized by the act approved April 28, 1953, as amended (67 Stat. 23; sec. 28-2804, District of Columbia Code), to advance the standard time applicable to the District 1 hour for the same period. Pursuant to such authority, the Commissioners have for the past several years established the entire period as daylight saving time in the District.

However, section 18(b) of the bill repeals this statute, but does not change the present practice in the District of Columbia and would in fact standardize the practice in other political subdivisions with the practice now followed by the District. In light of the foregoing, the Commissioners favor enactment of the bill.

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.

Sincerely yours,

WALTER N. TOBRINER,
President, Board of Commissioners,
District of Columbia.

The CHAIRMAN. Now, it is our pleasure to hear from our colleague from Minnesota, the Honorable Joseph E. Karth, a Member of Congress from the Fourth District of Minnesota.

Mr. Karth has introduced bills in various Congresses and has a bill in this Congress. He has been interested in daylight saving time for a long time, and especially in the need for uniformity.

You may proceed, Mr. Karth.

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

Mr. KARTH. Mr. Chairman, gentlemen of the committee, I appreciate the opportunity to appear before the committee today and to urge the favorable consideration of legislation to establish uniform dates throughout the United States for the commencing and ending of daylight saving time. Few bills, I might say, that I have introduced have generated so much spontaneous popular approval as the bill that I have introduced on uniform daylight saving time. Of course, the reason for this is not difficult to understand for anyone who knows of Minnesota's most recently troubles with time confusion. It is, of course, bad enough that State law sets the unique switchover dates for Minnesota on the fourth Sunday in May, the 28th day of May, and the Tuesday after Labor Day, September 6, but it also permits local option for border area municipalities. The major cities, St. Paul, to name one, Mr. Chairman, desire to conform with commercial or transportation schedule requirements of the great population centers of the Nation, but legally cannot do so. When St. Paul recently tried to go on daylight time before the rest of the State, utter confusion reigned because the adjacent metropolitan area refused to participate in St. Paul's decision. Intercity bus schedules were sheer chaos, coordinated commercial business hours were impossible.

I might say that at one time, St. Paul was on one time, Minneapolis, the sister city, which is only separated by a river, was on another time, and Duluth, Minn., the other major metropolitan area in the State of Minnesota, was on Wisconsin time, to give you an idea of the chaos that reigned.

The Minnesota Legislature, after futilely considering the complexities of the problem, adjourned.

Quite frankly, the urban and suburban people in the metropolitan areas of Minneapolis who are involved in business and transportation on a national scale are frustrated by a failure of their State legislature to meet their real need for time uniformity. The St. Paul area chamber of commerce, civic and labor leaders, representatives of the air, motor, and rail industries, and many citizens have urged me to obtain relief for them from time confusion through Federal legislation. It is the proper concern of Congress to accomplish this through the powers granted in the Constitution, "To regulate commerce with foreign nations and among the several States."

While I believe my bill, H.R. 3385, would accomplish the uniform daylight saving time switchover which is so earnestly desired by constituents of my district in Minnesota, I know this committee will carefully consider the many bills before it and, in its wisdom, determine what legislation will effectively solve this serious problem this year.

Mr. Chairman, I want you to know that I do not necessarily have any pride of authorship in H.R. 3385. I know, for example, that you have been in the Congress much longer than I and I know, too, that your interest in daylight saving time dates back to days prior to my becoming a Congressman. So suffice to say, Mr. Chairman, that I know that you and this committee will use your very best talents and

your even greater knowledge than mine on the problem that has been brought about as a result of nonuniformity.

In conclusion, Mr. Chairman, it seems to me that in this age of supersonic jet travel and instantaneous communications, it is incredible that our highly complex and sophisticated society still tolerates archaic State and local time laws which are tied to the sleeping and waking habits of chickens, cows, and horses.

Thank you very much, Mr. Chairman. If there are any questions, I shall be very happy to attempt to answer them.

The CHAIRMAN. Any questions? Mr. Friedel?

Mr. FRIEDEL. No.

The CHAIRMAN. Mr. Younger?

Mr. YOUNGER. No, thank you.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. I have none.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No.

The CHAIRMAN. We wish to thank you for taking the time to come and give us the benefit of your views, because we recognize that your constituency is the same as every other constituency across America, that they feel something should be done to avoid the confusion in your district, and it is certainly that way in every other district in America. I believe the responsibility, as you said, lies with Congress to do something about it. It is rapidly getting worse, and we have the opportunity to do something about it.

I know you have had many bills in to try to correct this situation. I know of your real interest here. We thank you for taking the time to give us the benefit of your views.

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

(The following letters and press releases were later submitted by Congressman Karth:)

ECONOMICS LABORATORY, INC.,
St. Paul, Minn., February 9, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: Please list my name as a supporter of uniform daylight savings time.

One only has to be involved in an operation covering all of the standard time zones to know how short the time is for business communications during the day.

To have nonstandard changes shorten this day in key areas can mean many dollars suspended or lost.

The loss of the yearly resetting of time deadlines by area will be an activity that would never be missed by passage of your bill.

Sincerely yours,

D. W. DEVINS,
Vice President and Treasurer.

GOULD-NATIONAL BATTERIES, INC.,
St. Paul, Minn., February 9, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR SIR: This will serve to show this company's support to legislation creating uniform daylight savings time on a national basis.

Gould-National Batteries, Inc., is a St. Paul based national corporation operating close to 200 plants, warehouses, and offices located in practically all States of

the Union. The present nonuniformity of daylight savings time application has been a hindrance to us in our necessary daily communications, travel, and personal contacts. This reflects more than individual inconvenience. We have not attempted to evaluate our increased costs of doing business under the present system, or lack of system; however, there is no doubt that a sizable detrimental economic factor exists.

If we can lend further assistance toward the enactment of legislation covering this matter, please do not hesitate to contact us.

Very truly yours,

HORACE G. MILLER,
Director, Personnel and Labor Relations.

AMERICAN NATIONAL BANK & TRUST CO.,
St. Paul, Minn., February 3, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We note with considerable interest your bill to establish national daylight savings time. We are wholeheartedly behind this proposal and commend you for your efforts on behalf of such legislation.

The exaggerated time differentials produced during those periods when the eastern financial centers observed d.s.t. and we do not cause extraordinary hardships and business disadvantages to our customers and to us. Commercial banks acting on their own behalf and on behalf of customers have considerable volume of business with New York banks, major stock exchanges, and the large government bond dealers. This proposed legislation would make it possible for us to continue our operations through the year without time problems caused by the different d.s.t. starting and ending dates under which we have suffered in the past.

We hope this letter of support will in some small measure help you in establishment of uniform daylight savings time.

Very truly yours,

WILLIAM T. PRICE, *Vice President.*

CENTRAL LIVESTOCK ASSOCIATION, INC.,
South St. Paul, Minn., February 1, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: It has been called to my attention that hearings in the House of Representatives will begin today (Feb. 1, 1966) on a bill, which is authored by you, and which has as its purpose the establishment and maintenance of uniform daylight saving time on a national basis.

Those of us associated with the management of the Central Livestock Association, an organization which enjoys the distinction of being the largest livestock marketing agency in the United States, and, therefore, in the world, are very much interested in the passage of this legislation, because we receive consignments of livestock for sale from all sections of this north-central area of the United States, and because, through the Central Livestock Order Buying Co., we market livestock throughout the United States.

I am certain that you can readily see that our business operations are severely handicapped when the offices of companies where we do business are opened and closed at different hours of the day. For instance, the buyers who buy cattle on the eastern coast, whose offices open earlier than ours, and earlier than the opening of our markets, would like quotations on livestock at an early hour in their day. Under the present situation we are not able to give them the information they desire until a later time, which materially handicaps their operations.

The Market Reporting Service of the U.S. Department of Agriculture, which attempts to quote the different markets throughout the day, finds it difficult to render a satisfactory service to retailers, processors, and producers when time varies throughout the country.

Anything which you may do to further the passage of a bill which will standardize time will be greatly appreciated by the members of our association, which at the present time number approximately 150,000 farm people.

Sincerely yours,

N. K. CARNES, *General Manager.*

SWIFT & Co.,
South St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR SIR: Would like to take this occasion to comment on proposed legislation for uniform daylight savings observance on a national basis.

The confusing area situation in 1965 imposed economic hardships and problems for our business in several directions. From a procurement standpoint, both at the South St. Paul public stockyards and in country work as well, it was necessary to deal with producers of areas that were observing different time schedules. This added to our hours of operation resulted in confusion in time schedules.

From the standpoint of delivery problems, and inasmuch as we solicit trade and make retail deliveries to customers in five different States, we were also confronted with irregularities in delivery schedules, early closings in some areas, and difficulty in observing normal time limits in placing orders through the production plant. Still another angle, with our central office in South St. Paul and with employees located in other areas and some from Wisconsin as well, there was confusion in starting times for personnel as well.

In summation, we sincerely hope that a uniform scheduling can be adopted nationwide.

Sincerely,

H. F. MORRIS,
General Manager.

JANSEN ELECTRONICS MANUFACTURING, INC.,
St. Paul, Minn., February 2, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: The purpose of this letter is to underline the need for a uniform daylight saving time for the Twin City area to put us in step with the rest of the country. Mayor Vavoulis is to be congratulated on his attempts to get St. Paul on fast time, but the confusion that resulted with the two cities on split time was unbelievable.

Congratulations on your good work and we urge you to see it all the way through.

Very truly yours,

PAUL W. JANSEN, *President.*

THEO. HAMM BREWING Co.,
St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We are very much interested in having Congress consider legislation which would establish uniform national daylight saving time.

We believe daylight saving time provides more time for leisure and recreation and is therefore beneficial to our business. However, inconsistencies of daylight time periods from State to State create production problems for us and in addition, the lack of uniformity in time periods limits the working hours available for communication from coast to coast with a consequent loss in efficiency.

Your help and cooperation in this matter will be very much appreciated.

Sincerely,

WILLIAM C. FIGGE, *President.*

THE MINNESOTA MUTUAL LIFE INSURANCE Co.,
St. Paul, Minn., February 2, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: I am writing this letter to you in connection with proposed legislation relating to a uniform pattern of daylight saving time throughout the Nation. We believe that such a proposal would have the almost unanimous support of substantially 500 employees and representatives of our company here in St. Paul and of some 800 others who represent this company throughout the country.

Let me speak first of the plan from the standpoint of our employees here in St. Paul. With rare, if any, exceptions, employees like and enjoy the long daylight hours available to them after they finish each day's work. A number of our employees reside in Wisconsin and commute to St. Paul. The difference in time systems is at best an inconvenience, and frequently causes real difficulty with their transportation arrangements to and from work because many of them travel in car pools.

With a nationwide organization, our people here in St. Paul travel extensively throughout the country. Our people in other parts of the country travel extensively to St. Paul. Of course, there is continuous telephone communication. The myriad of time systems creates many inconvenient business situations.

We would hope that you would be successful in having this legislation adopted, and we would welcome the opportunity to be of assistance to you in this undertaking.

Yours very truly,

WALTER J. RUPERT, *President.*

WEBB PUBLISHING Co.,
St. Paul, Minn., February 1, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR JOE: First let me congratulate you on being the principal author of a bill to end the nationwide confusion which presently exists on the daylight savings time issue. The fact that there are so many different dates for beginning and ending daylight savings time results in serious dislocations for many businesses including ours, which has offices and customers in different parts of the country.

For example, we maintain sales offices in Chicago and New York, which means that the time differential is increased by 1 hour when either of these cities has different beginning and ending dates than St. Paul. It would be clearly beneficial to the operation of this business to have uniform daylight savings dates nationwide, and I hope you will be successful in accomplishing this result.

Sincerely,

REUEL D. HARMON, *President.*

WHIRLPOOL CORP.,
St. Paul, Minn., February 1, 1966.

Congressman JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR JOE: I was delighted to hear you were responsible for introducing legislation calling for uniform daylight savings time on a national basis. I feel so strongly about this problem, especially as it affects the St. Paul Division of Whirlpool Corp. here in Minnesota.

The limited period of daylight savings time in our State; namely the last Sunday in May through Labor Day, has created a serious handicap in dealing with our many out-State sources of supply, the distribution system for our merchandise which is national, and all the day-to-day communications required with our corporate office in Benton Harbor, Mich., and the Sears' headquarters in Chicago, that we had to ask our office staff to change their working hours and come in an hour early in the spring and late fall.

With this change of hours, you can well appreciate the difficulties it sometimes creates with car pools, children's school schedules, and other personal situations.

From a purely personal standpoint, many of our 1,700 employees favor the additional daylight hours which gives them more opportunity to enjoy outside activities in the spring and fall.

Anything you can do to push earlier starting and later finishing of daylight savings time would be definitely appreciated.

Sincerely,

J. F. BOURQUIN, *General Manager.*

HILEX Co., Inc.,
St. Paul, Minn., February 1, 1966.

Re daylight saving time.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: Trying to run our business, where surrounding cities and States are on different time, is an extremely difficult thing to cope with.

It is our sincere desire that d.s.t. be put on a national 6-month basis, as per your bill.

Yours very truly,

ASA A. ELDRIDGE, *President.*

THE TONI Co.,
St. Paul, Minn., February 1, 1966.

HON. JOSEPH E. KARTH,
House of Representatives,
Longworth House Office Building, Washington, D.C.

DEAR JOE: I wanted you to know how pleased I am that you are taking the leadership on the question of uniform daylight saving time. I believe that in addition to the many human factors involved, with most people preferring daylight saving time, there are also some very sound business reasons.

In our company, as in many others, a great deal of our contact is with firms in Chicago and further east. Conflicts and confusion in time minimize our ability to work effectively with these firms. In addition to that, travel becomes difficult and time is wasted.

Again I want to thank you for sponsoring this important legislation and hope that you will be able to get it enacted.

Yours truly,

ROBERT L. JENAL, *Manager.*

MULTI-CLEAN PRODUCTS, INC.,
St. Paul, Minn., February 3, 1966.

Subject: Uniform daylight saving time.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: I am happy to know that you have authored a uniform daylight saving time bill in the House. The newspapers have given a good report on your efforts to win approval for this legislation.

Uniform daylight saving time throughout the Nation, as you have proposed, would eliminate the time confusion which has existed for many years from the last Sunday in April to the last Sunday in October.

In our business our customers honestly don't know when we are open to receive telegraphs, telephone, and TWX messages. Also it is difficult for us to know what business hours are being kept by our customers and by our vendors.

Please use every effort to see that your uniform daylight saving time bill becomes law.

E. V. COULTER,
President.

FARWELL, OZMUN, KIRK & Co.,
St. Paul, Minn., February 3, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR CONGRESSMAN KARTH: We certainly commend you as the principal author of the uniform daylight saving time bill.

As our company is in interstate commerce, the confusion and the difficulties to our employees and to our customers created by the varying laws and regulations sponsored by the various areas and States regarding daylight saving time should be eliminated. While there has been considerable printed comments, both pro and con regarding daylight saving, I personally have talked to very few people who are not in favor of a standard national daylight saving law or regulation. This includes many, many people throughout the five Northwest States that we serve.

We most sincerely hope that you are successful in getting this bill through Congress.

Sincerely,

GEORGE R. BOHRER,
Chairman of the Board.

THE FIRST NATIONAL BANK OF ST. PAUL,
St. Paul, Minn., February 3, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

MY DEAR JOE: I was pleased to learn that you are the principal author of a bill recently introduced in the House providing for uniform daylight saving time on a national basis from the last Sunday in April to the last Sunday in October of every year.

This would indeed be very welcome legislation. As you know, there has been great confusion here because Minnesota's period of daylight saving time differs from that of our neighboring State of Wisconsin and also from that of most of the major money markets in the Nation. This is a great disadvantage and inconvenience to the banks in Minnesota and makes considerable confusion in our daily activities.

A Federal daylight saving time law seems to be the only effective way to end all of this confusion. We sincerely hope that you will be successful in passing such legislation.

Sincerely yours,

PHILIP H. NASON, *President.*

NORTHERN PACIFIC RAILWAY Co.,
St. Paul, Minn., February 7, 1966.

HON. JOSEPH E. KARTH,
Longworth House Office Building,
Washington, D.C.

DEAR MR. KARTH: I understand you are the principal author of a bill for uniform daylight saving time on a national basis and that hearings on the bill are being held in the House of Representatives. The Northern Pacific Railway Co. strongly favors enactment of such legislation for the following reasons:

1. It would eliminate confusion to the traveling public that results when leaving times of passenger trains are advanced 1 hour at the various stations to conform with the change in daylight saving time, causing untold numbers of passengers to miss their trains. Similarly, the traveling public is inconvenienced when the leaving times of trains are set back 1 hour at the termination of daylight saving time.

2. It would eliminate confusion and inconvenience incident to switch crews switching industries located in adjoining cities or States having different times due to lack of a uniform daylight saving time, such as Minneapolis-St. Paul and Duluth, Minn., Superior, Wis. This works a hardship on the industries as well as on the railroads serving the industries. Further, it at times results in additional overtime costs.

3. A uniform daylight saving time would result in a savings of approximately \$8,000 per year through elimination of the necessity of printing new timetables to reflect the changes in times of local as well as some transcontinental passenger trains, made necessary to conform to the change to daylight saving time. Timetable changes would not be required with uniform daylight saving time.

4. Additional expense is also incurred at some passenger stations as a result of having to keep mail and baggage personnel as well as ticket clerks on duty an additional hour due to the times of our passenger trains Nos. 1 and 2 being advanced 1 hour to accommodate the Post Office Department and keeping passenger trains Nos. 25 and 26 the same to permit making connections with other transcontinental trains.

5. Operation of freight trains is also affected as the result of shippers in areas not on daylight saving time loading shipments 1 hour later, necessitating a 1-hour later departure of the freight train as well as 1-hour later arrival of the shipments at locations having daylight saving time with resultant inconvenience to the consignee.

6. There is presently a 2-hour time difference between St. Paul, Minn., and Seattle, Wash., at which points our main offices are located. With St. Paul on daylight saving time and Seattle not, the time available for necessary communications is reduced an additional hour. This is highly undesirable.

Your sponsorship of uniform daylight saving time legislation is very much appreciated.

Very truly yours,

ROBERT S. MACFARLANE, *President.*

ST. PAUL AREA CHAMBER OF COMMERCE, PRESS RELEASE No. 29, FEBRUARY 25, 1965

The St. Paul Area Chamber of Commerce today made public its position on the current controversy over Minnesota's system of daylight saving time.

A policy statement, approved unanimously by the chamber's board of directors, urges the Minnesota Legislature to favorably consider legislation which would allow for extension of daylight saving time in the Twin Cities metropolitan area beyond the present Memorial Day through Labor Day period. The statement goes on to say that the chamber's main interest in the matter is to bring the entire State but especially the metropolitan area in step with other major metropolitan market centers in the country.

The chamber statement points out that of the 15 largest metropolitan areas in the United States, the Twin Cities area (which is 14th largest) is 1 of only 2 which does not observe daylight saving time for a 6-month period annually. The other area is Detroit which has no fast time.

The chamber's position was developed, in part, from results of a survey conducted among its membership in January. This was part of an overall Twin Cities area opinion poll of some 4,000 businessmen in 11 chambers of commerce having a total combined membership of over 10,000.

The St. Paul survey showed that 96.5 percent of those answering the questionnaire favor daylight saving time for Minnesota, and that 86.9 percent favor an extension of Minnesota's fast time period. The results of the overall referendum brought a similar response with 96.8 percent in favor of daylight saving time and 88.9 percent favoring an extension of it. The chamber board of directors felt that this was a mandate for the action in endorsing such a legislative measure.

In addition to requesting the State legislature's approval for the extension provision, the chamber also announced that it will seek to gain support for such a program from other area chambers and local units of government.

NOTE.—Following is board of director's policy statement and metropolitan poll results.

SUGGESTED POLICY ON DAYLIGHT SAVING TIME

The St. Paul Area Chamber of Commerce recently cooperated with the Council of Twin Cities Metropolitan Areas of Chambers of Commerce in conducting a daylight saving time poll. Eleven cities in the metropolitan area; namely St. Paul, Roseville, Minneapolis, South St. Paul, Hopkins, West St. Paul, Bloomington, White Bear Lake, Crystal, Stillwater, and St. Louis Park, participated in the survey. The St. Paul sample, conducted among the membership of the St. Paul Area Chamber of Commerce, showed that 96.5 percent favored daylight saving time and that 86.9 percent were in favor of an extension

of the present daylight saving program in Minnesota. This 86.9 percent breaks down into 36.8 percent favoring the Wisconsin (or 5 months daylight saving program) and 50.1 percent favoring the eastern seaboard and California (or 6 months daylight saving program). The survey among the other 10 cities in the metropolitan area obtained very similar results and the combined percentage for all cities was 88.9 percent in favor of an extension of daylight saving time over the present 3-month period, with 34.4 percent favoring the 5-month extension and 54.5 percent favoring the 6-month extension.

A survey conducted by the St. Paul Dispatch Pioneer Press resulted in the favoring of daylight time extension by approximately 2 to 1.

Of the 15 largest metropolitan areas in the United States, 13 are presently under a 6-month daylight saving program. Detroit has no daylight saving program and the St. Paul-Minneapolis area is the only other exception to the 6 months' uniformity among these 15 largest metropolitan areas. Comments received by the St. Paul Area Chamber of Commerce in the course of its conducting the survey on daylight saving time, indicates the concern of St. Paul business and professional men over the lack of uniformity under which Minnesota presently operates, and the necessity for bringing our area into line with the other major metropolitan areas in the United States.

The economic loss brought about by this lack of uniformity would be difficult to measure but there is no question that it is considerable. Shortening of the hours in which a business can operate on an interstate basis alone must result in economic hardship.

In view of the preponderance of opinion among the members of the St. Paul Area Chamber of Commerce who were polled in our survey, and among the business and professional people in the St. Paul-Minneapolis metropolitan areas, the St. Paul Area Chamber of Commerce, through its board of directors, goes on record as favoring an extension of daylight saving time in our area, which will bring us in conformity with other major metropolitan areas in the United States, and we respectfully urge the Legislature of the State of Minnesota to favorably consider legislation which will make this uniformity possible. The St. Paul Area Chamber of Commerce also respectfully requests that the city council of the city of St. Paul go on record for a program of uniformity for daylight saving time in conformance with other major metropolitan areas. Further, the St. Paul Area Chamber of Commerce urges all chambers of commerce in the St. Paul-Minneapolis area to take similar action.

Adopted February 24, 1965.

Council of Twin Cities Metropolitan Area Chambers of Commerce summary of daylight saving time poll

Chamber	Return	Favor	Oppose	Present	Wisconsin	East	Other
St. Paul.....	359	345	14	20	132	180	13
Roseville.....	86	83	3	6	33	39	5
Minneapolis.....	1,208	1,176	32	65	370	729	12
South St. Paul.....	167	155	12	18	75	58	4
Hopkins.....	126	126	0	10	42	74	2
West St. Paul.....	100	99	1	1	10	88	0
Bloomington.....	91	85	6	5	39	39	4
White Bear Lake.....	35	35	0	0	35	0	0
Crystal.....	55	53	2	3	18	27	5
Stillwater.....	88	83	5	3	48	32	0
St. Louis Park.....	8	8	0	0	8	0	0
Total.....	2,323	2,248	75	131	800	1,266	45
Percent.....	50.6	96.8	3.2	5.6	34.4	54.5	1.9
Total mailing.....	3,994						

ST. PAUL AREA CHAMBER OF COMMERCE, PRESS RELEASE NO. 44, APRIL 20, 1965

The Twin Cities metropolitan area, and the whole State of Minnesota for that matter, will enter into a period of confusion on time relationships with other cities and States in the United States and Provinces in Canada on Sunday, April 25, at 2 a.m.

A survey released today by the St. Paul Area Chamber of Commerce shows that 15 States, the District of Columbia, and 3 Provinces of Canada will be changing their clocks ahead 1 hour to daylight saving time early Sunday morning. In addition, a number of major metropolitan centers, such as Cleveland

and St. Louis, will also be moving into their daylight saving time periods then even though their respective States do not.

Some of Minnesota's neighboring States have changed their regulations on the fast-time situation since last year. The chamber report shows Wisconsin on daylight saving time beginning at 2 a.m. this Sunday and remaining on fast time until October 31. Wisconsin lawmakers added the month of October to the daylight saving time schedule in their State this year to conform with the majority of other States who have the system. Iowa has a new fast-time law this year which restricts all areas of that State to daylight saving time from 2 a.m. May 23 to 2 a.m. September 7, the same as Minnesota. Last year Iowa had no statewide law, but most cities and counties adopted the 6-month program on their own.

The chamber pointed out that several Twin Cities area and statewide polls indicated overwhelming support for a change in Minnesota's present law to allow for a 5- or 6-month daylight saving time program, but that efforts to move such measures through the Minnesota Legislature have failed.

NOTE.—Following is the chamber report on daylight saving time as it affects 67 cities in the United States and Canada and their time relative to Minnesota time.

DAYLIGHT SAVING TIME—1965

The following States of the United States and Provinces of Canada will observe daylight saving time from 2 a.m. Sunday, April 25 to 2 a.m. Sunday, October 31: California, Connecticut, Delaware, District of Columbia, Illinois, Maine, Maryland, Massachusetts, Nevada, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Wisconsin, British Columbia, Newfoundland, and Prince Edward Island.

Minnesota will observe daylight saving time from 2 a.m. Sunday, May 23 to 2 a.m. Tuesday, September 7.

A comparison of the time in a number of the principal cities of the United States and Canada with Minnesota's daylight saving time is indicated below:

	Minnesota at 12 m., c.s.t. 2 a.m. Apr. 25 to 2 a.m. May 23, and 2 a.m. Sept. 7 to 2 a.m. Oct. 31	Minnesota at 12 m., c.d.t. 2 a.m. May 23 to 2 a.m. Sept. 7, 1965
Akron, Ohio (e.d.t.)	2 p.m.	1 p.m.
Albany, N.Y. (e.d.t.)	2 p.m.	1 p.m.
Albuquerque, N. Mex. (m.s.t.)	11 a.m.	10 a.m.
Anchorage, Alaska (A.s.t.)	8 a.m.	7 a.m.
Atlanta, Ga. (e.s.t.)	1 p.m.	12 m.
Baltimore, Md. (e.d.t.)	2 p.m.	1 p.m.
Birmingham, Ala. (c.s.t.)	12 m.	11 a.m.
Boise, Idaho (m.s.t.)	11 a.m.	10 a.m.
Boston, Mass. (e.d.t.)	2 p.m.	1 p.m.
Buffalo, N.Y. (e.d.t.)	2 p.m.	1 p.m.
Butte, Mont. (m.d.t.) (June 1 to Sept. 7)	11 a.m.	11 a.m.
Calgary, Alberta (m.s.t.)	11 a.m.	10 a.m.
Charleston, S.C. (e.s.t.)	1 p.m.	12 m.
Charlotte, N.C. (e.s.t.)	1 p.m.	12 m.
Chattanooga, Tenn. (e.s.t.)	1 p.m.	12 m.
Cheyenne, Wyo. (m.s.t.)	11 a.m.	10 a.m.
Chicago, Ill. (c.d.t.)	1 p.m.	12 m.
Cincinnati, Ohio (e.s.t.)	1 p.m.	12 m.
Cleveland, Ohio (e.d.t.)	2 p.m.	1 p.m.
Columbus, Ohio (e.s.t.)	1 p.m.	12 m.
Dallas, Tex. (c.s.t.)	12 m.	11 a.m.
Denver, Colo. (m.s.t.)	11 a.m.	10 a.m.
Des Moines, Iowa (c.d.t.) (May 23 to Sept. 7)	12 m.	12 m.
Detroit, Mich. (e.s.t.)	1 p.m.	12 m.
Edmonton, Alberta (m.s.t.)	11 a.m.	10 a.m.
Erie, Pa. (e.d.t.)	2 p.m.	1 p.m.
Fargo, N. Dak. (c.s.t.)	12 m.	11 a.m.
Fort William-Port Arthur, Ontario (e.s.t.)	1 p.m.	12 m.
Gander, Newfoundland (N.d.t.)	3:30 p.m.	2:30 p.m.
Halifax, Nova Scotia (A.d.t.)	3 p.m.	2 p.m.
Honolulu, Hawaii (Hawaii time)	8 a.m.	7 a.m.
Houston, Tex. (c.s.t.)	12 m.	11 a.m.
Indianapolis, Ind. (e.s.t.)	1 p.m.	12 m.
Jackson, Miss. (c.s.t.)	12 m.	11 a.m.
Kansas City, Mo. (c.s.t.)	12 m.	11 a.m.
Knoxville, Tenn. (e.s.t.)	1 p.m.	12 m.
Lincoln, Nebr. (c.s.t.)	12 m.	11 a.m.
Little Rock, Ark. (c.s.t.)	12 m.	11 a.m.

	Minnesota at 12 m., c.s.t. 2 a.m. Apr. 25 to 2 a.m. May 23, and 2 a.m. Sept. 7 to 2 a.m. Oct. 31	Minnesota at 12 m., c.d.t. 2 a.m. May 23 to 2 a.m. Sept. 7, 1905
Los Angeles, Calif. (P.d.t.)	11 a.m.	10 a.m.
Louisville, Ky. (e.s.t.)	1 p.m.	12 m.
Madison, Wis. (e.d.t.)	1 p.m.	12 m.
Miami, Fla. (e.s.t.)	1 p.m.	12 m.
Milwaukee, Wis. (e.d.t.)	1 p.m.	12 m.
Montreal, Quebec (e.d.t.)	2 p.m.	1 p.m.
New Haven, Conn. (e.d.t.)	2 p.m.	1 p.m.
New Orleans, La. (e.s.t.)	12 m.	11 a.m.
New York, N. Y. (e.d.t.)	2 p.m.	1 p.m.
Oklahoma City, Okla. (e.s.t.)	12 m.	11 a.m.
Omaha, Nebr. (c.s.t.)	12 m.	11 a.m.
Ottawa, Ontario (e.d.t.)	2 p.m.	1 p.m.
Philadelphia, Pa. (e.d.t.)	2 p.m.	1 p.m.
Phoenix, Ariz. (m.s.t.)	11 a.m.	10 a.m.
Pittsburgh, Pa. (e.d.t.)	2 p.m.	1 p.m.
Portland, Oreg. (P.d.t.)	11 a.m.	10 a.m.
Providence, R.I. (e.d.t.)	2 p.m.	1 p.m.
Regina, Saskatchewan (c.s.t.)	12 m.	11 a.m.
Reno, Nev. (P.d.t.)	11 a.m.	10 a.m.
Salt Lake City, Utah (m.s.t.)	11 a.m.	10 a.m.
St. Louis, Mo. (e.d.t.)	1 p.m.	12 m.
San Francisco, Calif. (P.d.t.)	11 a.m.	10 a.m.
Seattle, Wash. (P.d.t.)	11 a.m.	10 a.m.
Sioux Falls, S. Dak. (c.s.t.)	12 m.	11 a.m.
Toronto, Ontario (e.d.t.)	2 p.m.	1 p.m.
Tulsa, Okla. (c.s.t.)	12 m.	11 a.m.
Vancouver, British Columbia (P.d.t.)	11 a.m.	10 a.m.
Washington, D.C. (e.d.t.)	2 p.m.	1 p.m.
Winnipeg, Manitoba (e.d.t.)	1 p.m.	12 m.

NOTE.—

A.s.t.—Alaska standard time
A.d.t.—Atlantic daylight time
C.d.t.—Central daylight time
C.s.t.—Central standard time
E.d.t.—Eastern daylight time
E.s.t.—Eastern standard time

M.d.t.—Mountain daylight time
M.s.t.—Mountain standard time
N.d.t.—Newfoundland daylight time
P.d.t.—Pacific daylight time
P.s.t.—Pacific standard time

The CHAIRMAN. Our next witness is Congressman Donald Fraser, of Minnesota.

We are glad to have you with us, Mr. Fraser. Please give us the benefit of your views.

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

Mr. FRASER. Mr. Chairman, I have a two and a half page statement which I shall submit for the record, and I shall not take the time of the committee to read it.

The CHAIRMAN. We appreciate that, and I intend, if you will excuse me for a moment, to make the statement that if anybody has a prepared statement he wishes to put in the record, he shall do so. If he cares to read it, of course, he may.

Mr. FRASER. Thank you, Mr. Chairman. My thought in putting it in the record is that I, too, describe in here some of the perplexities and complexities that resulted when the Twin Cities of Minneapolis and St. Paul went on divergent paths with respect to the beginning of daylight saving time. This matter has been referred to by Congressman Karth, the problems that arose, and I shall not read it.

We have here, Mr. Chairman, with us today two other representatives of the Minnesota community, Mr. Lloyd Brandt, who is representing the Minneapolis Chamber of Commerce, and Representative

John Tracy Anderson, one of our distinguished legislators from St. Paul, who I think will again reemphasize, probably, some of the problems that have been created in Minnesota by lack of this uniformity.

May I, Mr. Chairman, just add my own thought that as Congressman Karth has said, there is no pride of authorship in those of us who are concerned about the lack of uniformity. Our introduction and reintroduction of measures has been primarily in support of those like yourself who, with the committee responsibility, have taken the lead in this matter. We have wanted to show our support of what you have been seeking to do. We would hope that the committee would find the best formula that could pass the Congress and that you would know, then, that those of us who are concerned would be prepared to offer all the help that we can in winning support from the rest of our colleagues.

My bill talks about beginning daylight saving on the last Sunday of April and discontinuing it on the last Sunday of October. These dates are selected primarily because this represents the majority starting and ending dates for States in the United States which are on daylight saving time. Our bill, as I think most bills, will not require any State to take daylight saving time for itself, but would only say that if it elects to do so, that it must conform to these dates. If it elects not to do so, then it may remain on standard time.

Mr. Chairman, I shall not take more of the time of the committee, because there are many other witnesses who will testify about the problems arising in commerce and communications. I would just close by saying that I cannot think of a more appropriate subject for Federal legislation than attempting to bring some order out of the chaos that exists today. It seems to me that above all other things, the idea of trying to put some kind of uniformity in the time situation in the United States does deserve the attention of the Congress.

I congratulate you, Mr. Chairman, for your interest and concern in this matter.

(The complete statement of Representative Fraser follows:)

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

Mr. Chairman and members of the committee, I am very pleased to appear here today in support of H.R. 6134 and H.R. 11743, which I have introduced to provide a uniform period of daylight saving time (DST).

I have been concerned with the problem of time uniformity for several years. Time problems plagued our State during the years I was a member of the Minnesota Senate, but these problems were not settled then, and I have continued to be concerned about them as a Member of Congress.

I believe we need Federal legislation to resolve the confusion arising from the use of daylight saving time and for that reason I have introduced bills in the 88th and 89th Congresses to provide a uniform period for the use of DST.

I fully realize the complexities of the time issue. Although the first bill which I introduced, H.R. 6134, is a short straightforward measure, it does not belie the fact that the time problems before you are knotty. H.R. 6134 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 at the same time. Thus H.R. 6134 is designed to eliminate needless confusion.

The need for uniformity is apparent in this era of interlocking State and regional economies. It is apparent in this era of jet travel and continental super highways. It is apparent when a person's place of work is in a different locality or State than his home.

Some local authorities have found themselves faced with a dilemma in deciding on the effective date of daylight saving time. My own State of Minnesota offers a good example of the problems that can arise. Minnesota observed d.s.t. on a nonstatewide basis from the fourth Sunday in May to Labor Day. This past year, several cities in the eastern part of the State jumped the gun and began d.s.t. on the same date as Wisconsin, our eastern neighbor, started d.s.t. This prompted one Minnesota paper to write that: "Convicts do time; soldiers do double time; Minnesotans do triple time." For a while we had central standard time, daylight saving time, and extended daylight saving time.

I would now like to recall for the committee our worst experience with time confusion—a real "Tale of Two Cities" to quote Charles Dickens. On May 9 last year, our capital city, St. Paul, decided to go on d.s.t. 2 weeks ahead of the statewide changeover date. The confusion that resulted is almost indescribable:

- (1) All of the State offices located in St. Paul remained on standard time.
- (2) The St. Paul police were writing out parking tickets on standard time while the firemen were fighting fires on daylight saving time.
- (3) The city council which voted d.s.t. convened for its regular meeting under a clock that was on standard time because all of the courthouses remained in standard time.

This confusion was compounded by the fact that the Twin City of Minneapolis, which I represent, remained on standard time. For a while you could lose an hour just by going across the bridge. Or, if you were not careful, you could get caught in two 5 o'clock rush hour traffic jams instead of the usual one.

All this was made worse by fact that some of the suburbs went on d.s.t. with St. Paul, while some remained on standard time.

Throughout this entire episode our State legislature was unable to approve a bill which would have resolved these problems. I am told by some of my colleagues that they have had the same experience in their States. It is for this reason that I strongly believe we need Federal legislation to provide a uniform period for d.s.t.

Mr. Chairman, I would like to emphasize that my interest is in uniformity. The virtues of local autonomy are many, but to the businessman or commuter or tourist, the varying dates of changeover must seem like idle caprice. I do not want to force any State to go on d.s.t. if it does not choose to do so at this time. The beginning and ending dates proposed by me reflect the practices of the majority of the States.

I think the proposals that have been made by myself and others are not an undue intrusion on local law and autonomy. In my own State of Minnesota, a statewide poll in 1964 showed that a majority of Minnesotans favored congressional action to decide dates for d.s.t.

As a result Minnesota residents are asking the Federal Government to set a uniform period for daylight saving. This is true for both those who support and those who oppose having daylight saving time in Minnesota at all. I ask that the results of this poll as published in the Minneapolis Tribune on June 14, 1964, be made a part of this record (see app. A).

Uniformity in time would result in cost savings to airlines, bus lines, 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 also benefit.

The Federal Government is responsible for the well-being of all its citizens. It is concerned with economic waste wherever it appears. Especially now when we are financing a great military commitment in Vietnam and continuing to provide for the much needed programs of the Great Society, we cannot afford to waste the resources of our country. This is particularly true when the cause of the waste can easily be corrected. For this reason, I have sponsored legislation to provide a uniform period of d.s.t. I urge its immediate adoption to correct current anomalies and to provide one future uniform daylight saving time period.

APPENDIX A

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 (d.s.t.) 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 daylight saving time 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 daylight saving time 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 daylight saving time 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 Con- gress 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

The CHAIRMAN. Thank you, Mr. Fraser.

Do you have any questions, Mr. Friedel?

Mr. FRIEDEL. No questions.

The CHAIRMAN. Mr. Younger?

Mr. YOUNGER. Thank you, Mr. Chairman. I have one question.

Do I understand that you advocate that the local community does not have to adopt daylight saving time if they do not want to?

Mr. FRASER. Yes, sir.

Mr. YOUNGER. But if they do adopt it, then it must be uniform?

Mr. FRASER. Yes, sir, with respect to the beginning—

Mr. YOUNGER. How does that stop confusion?

Mr. FRASER. Well, the truth of the matter is that it does not stop confusion, but it lessens it a great deal. I have come, in my years in legislative work, to accept what I think in this case would be three-quarters of the loaf. You are perfectly right that it does not end it, but it certainly reduces it a great deal.

The CHAIRMAN. Mr. Van Deerlin?

Mr. VAN DEERLIN. I have no questions, Mr. Chairman.

The CHAIRMAN. Mr. Broyhill?

Mr. BROYHILL. No.

The CHAIRMAN. Mr. Murphy?

Mr. MURPHY. No questions.

The CHAIRMAN. Mr. Mackay?

Mr. MACKAY. I have no questions.

The CHAIRMAN. We appreciate your taking the time to come before the committee to give us the benefit of your views. I think every Congressman confronts this, as does anyone who travels in the United States. I think it is important, although to some people it is just a matter of, as you say, trivial confusion. Often times substantial problems arise from the confusion arising from the lack of uniform time.

Mr. FRASER. Mr. Chairman, thank you. I did not mean to use the word "trivial." I think the confusion can be very real, but in response to this earlier question, I was only trying to indicate that our bills do not solve all the problems, but I think they would solve most of the problems that arise today.

Thank you, sir.

The CHAIRMAN. Thank you very much.

We will now hear the views of a distinguished visitor from the other House, Senator Cotton, of the Senate Commerce Committee.

**STATEMENT OF HON. NORRIS COTTON, U.S. SENATOR FROM THE
STATE OF NEW HAMPSHIRE**

Mr. COTTON. Thank you, Mr. Chairman. It is indeed a pleasure to present my testimony on the occasion of your first hearing as chairman of this committee.

Twice each year millions of Americans are plagued with the annoying problems and confusions arising from the switch from standard time to daylight saving time and back again.

The problem is twofold. About half our citizens observe daylight time during the summer months—while the other half remains on standard time the year around. And, as if this were not confusing enough, the problem is compounded by the fact that those who observe daylight saving time start and stop on a bewildering multitude of dates.

This is a matter of widespread confusion and inconvenience. It imposes a costly and wasteful burden on many American industries and businesses, especially those in the transportation and communications fields. Testimony presented to the Senate Commerce Committee indicated that just to revise and republish the schedules and timetables of the buses, planes, and trains costs millions of dollars each year. For instance, witnesses before our committee from the bus lines estimated the added costs at \$1 million a year, while the extra expenses for the railroad industry were estimated at \$2 million a year. Neither the airlines nor the radio and TV people attempted to calculate the extra costs they must bear because of time confusion, but obviously it is substantial. No one knows, of course, the dollar cost of the missed appointments and wasted time of millions of individuals. Clearly, the problem is important enough to merit action by the Congress.

The matter could be solved by banning the use of daylight saving time and putting everyone on standard time the whole year, or, with equal effectiveness, the problem could be ended by enforcing nationwide daylight saving time. Neither of these solutions is sound nor realistic. Nearly 100 million Americans, 58 percent of our population, now observe daylight saving time, while 42 percent of the country remains on standard time all year. Nationwide uniformity could only be achieved by forcing daylight time on millions who have never indicated any desire for it, or by denying it to millions who have approved it, by overwhelming votes in many cases.

Rather than seek any such drastic solution, S. 1404 which Senator McGee and I introduced and which is now before the committee, seeks to provide uniformity only with respect to the dates for beginning and ending the observance of daylight saving time by those areas which observe it.

Under the bill those States or political subdivisions which adopt daylight saving time would be required to begin its observance at 2 a.m. on the last Sunday in April and end it at 2 a.m. on the last Sunday in October.

More than 90 percent of those who use daylight saving time already use these starting and stopping dates, and they would not be affected in any way by passage of S. 1404. Nor, of course, will those who

observe standard time all year be affected in any way by enactment of this legislation.

While its effect on the public generally will be minor, the bill will, nevertheless, eliminate the single most troublesome area of confusion in our present timekeeping system. As things stand today, 15 States began their observance of daylight saving time on the last Sunday in April. But in parts of 16 other States, daylight time started on some 11 different dates throughout the month of May and into early June. When fall comes, the switchback will come on a score of different dates ranging from August through October. Not even the 15 States starting together will end together. The bill will end this kind of clock madness.

It would achieve this desirable, and I believe, essential measure of uniformity with a minimum of fuss and feathers. Because the measure affects decisions to be made almost exclusively by States or their political subdivisions, I do not believe any enforcement provisions will be needed. The simple statement that Congress intends by this act to fix the changeover dates for all of those who chose to observe daylight saving time should be more than sufficient to end the current confusion in dates.

The bill would also make some relative technical, but long overdue changes, in the Standard Time Act of 1918, bringing it more in step with the needs of the 1960's. These changes include provisions which would: create new standard time zones for Alaska and Hawaii to bring within the scope of the law the time zones they now use; direct the Interstate Commerce Commission to foster and promote the adoption and observance of more uniform time standards throughout the country, and make the Administrative Procedures Act applicable to proceedings under the Standard Time Act.

Except for the wartime daylight saving time, Congress has not since 1918 attempted to do anything about our system. Millions of Americans have paid the price in extra expense and in inconvenience and confusion because we have not acted. Today we can act upon a simple, yet effective measure to bring a real measure of uniformity and consistency to our clocks.

I urge the committee to favorably report S. 1404.

The CHAIRMAN. Thank you, Senator Cotton.

Senator COTTON. Thank you for the opportunity, Mr. Chairman.

The CHAIRMAN. Next we shall hear from our colleague from Pennsylvania, the Honorable John Saylor. Mr. Saylor, we will be glad to hear you at this time.

STATEMENT OF HON. JOHN P. SAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. SAYLOR. Mr. Chairman, I should like to go on record in favor of legislation providing that Congress set the dates on which daylight saving time is to be observed by those States and other political subdivisions desiring to adopt it.

While there would no doubt be great advantages in having complete uniformity in all time zones throughout the year, I have no desire to impose such a system because of the hardship or inconvenience that might come to residents of areas who choose not to have daylight sav-

ing time. My interest is in eliminating the unnecessary confusion occasioned by the crazy quilt of time pockets resulting from what amounts to a local option concept of setting clocks.

Until Congress takes action, the 31 States which make a practice of observing daylight saving time could in theory schedule the change-over on 31 different dates. In actuality, 11 of these States start and stop fast time on a variety of dates. It has been pointed out that in a single State a traveler could be confronted with as many as 23 time changes because of the inconsistencies prevailing between daylight savings and standard time.

Not all of the confusion would be eliminated by the legislation which I recommend. Some communities would still prefer to remain on standard time while their neighbors put their clocks up an hour. Yet we could at least be sure that States and cities which switch to daylight saving would be doing so on a stipulated date.

The present situation cannot be tolerated any longer. Instant communication from coast to coast and speed in transportation demand that some semblance of uniformity replace the hodgepodge of time settings that bedevil the country each year come April and October. A mixup of an hour could interfere with the orderly transfer of military personnel; it could cost a boy in uniform an important part or all of his leave; it could mean an overnight delay in delivery of vital equipment. Finally, the prevailing system—or lack thereof—can be a source of inconvenience and irritation to millions who travel or make long-distance phone calls.

Mr. Chairman, I am confident that this committee will report favorably on this legislation. My hope is that it can be enacted into law in ample time to enable States and communities to play the change with the least possible disturbance.

The CHAIRMAN. We appreciate your appearance and views, Mr. Saylor.

Mr. SAYLOR. Thank you, Mr. Chairman.

The CHAIRMAN. The next witness is our colleague from New Mexico, the Honorable Johnny Walker.

STATEMENT OF HON. E. S. JOHNNY WALKER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW MEXICO

Mr. WALKER. Mr. Chairman, I wish to urge the favorable consideration by this committee of H.R. 6134, introduced by my able colleague, Mr. Fraser of Minnesota. This legislation would provide a specified time for the cities and States of our Nation who wish to observe daylight saving time.

The fact that at this particular time there is large variance of both the changing over as well as the reverting to standard time, has caused many great hardships. In addition to the personal inconvenience of the divergence of changeover times, there is also the aspect of the confusion that is caused in business.

The time provided for in the bill is, in my opinion, a very satisfactory time. Those States and cities wishing to advance their time would begin on the last Sunday in April, and the reversion would take place on the last Sunday in October.

In view of the great good that would be accomplished throughout our Nation by standardizing this changeover time, I respectfully urge that a favorable do-pass recommendation be given to this bill by your committee.

The CHAIRMAN. Thank you, Mr. Walker. As we have a number of witnesses ahead of us we appreciate the brevity of your statement.

Next we shall hear from the Honorable Edward Derwinski, who has introduced H.R. 9152.

**STATEMENT OF HON. EDWARD J. DERWINSKI, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF ILLINOIS**

Mr. DERWINSKI. Mr. Chairman, I urge favorable action by the committee on legislation to provide a uniform period for daylight saving time across the country.

Along with a number of other Members of the House, I have introduced a bill, H.R. 9152, for this purpose because I feel that the enactment of such legislation would be of such benefit to millions of American citizens, as well as organization and services now struggling to cope with the confusion we have at the present time.

My bill would only set a standard date for commencing and ending daylight saving time for those States and communities who wished to adopt it. Daylight saving time would begin on the last Sunday in April and end on the last Sunday in October of each year.

This system would eliminate the jumble of time changes now facing travelers, particularly during the periods when various States and communities are changing to and from daylight saving time. It would also alleviate the enormous expense which railroads, airlines, and other transportation media must bear during the time changes.

The legislation I am advocating would permit each State to decide whether it wanted to adopt daylight saving time and would merely standardize the dates on which it would begin and end for all sections of the country which chose to adopt it.

Mr. Chairman, I am convinced of the merits of legislation to provide a uniform period for daylight saving time and hope that it will receive favorable consideration by the committee and the Congress in this session.

The CHAIRMAN. Thank you also Mr. Derwinski, for your concise views.

Mr. DERWINSKI. Thank you, Mr. Chairman, for the opportunity.

The CHAIRMAN. We will now hear from the Honorable John Hansen.

**STATEMENT OF HON. JOHN R. HANSEN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF IOWA**

Mr. HANSEN. Mr. Chairman and members of the Committee on Interstate and Foreign Commerce, I appreciate the opportunity to submit my testimony on the subject of establishing by legislative action a time uniformity for the United States.

Over the past several years we have seen in Iowa a hodgepodge of clock settings that has confused everyone. Each locality was a law

unto itself and a person traveling through the State could change times an untold number of times.

The action of the Iowa Legislature last year in setting up a uniform time for the entire State was one of the most appreciated actions by the citizens of the State. All of us knew that when a time was given it would be the same time as everyone else had. No more of the vast confusion that had reigned in years gone by.

Certainly, there are reasons for shortening the time period from April to October, and I feel these should be given careful consideration. But the clock confusion that is with us on a State-by-State basis could be cleared up by the enactment of a national time uniformity bill.

The problem is greater than just within the bounds of an individual State. The Seventh Congressional District of Iowa which I represent, borders on the State of Nebraska. Many of my constituents work in Nebraska. By law, Nebraska is not permitted to adopt daylight-saving time. The confusion and inconvenience this causes is hard to describe. School, shopping, and recreational activities are all adversely affected. A uniform time law would avoid this difficulty.

I urge the members of this committee to consider carefully these factors as you study the proposals on this matter. Thank you for the courtesy extended to me in allowing me to submit this comment.

The CHAIRMAN. Thank you, Mr. Hansen. We will now hear from the Honorable George Shipley, our colleague from the State of Illinois.

STATEMENT OF HON. GEORGE E. SHIPLEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. SHIPLEY. Mr. Chairman, a proper revision of the Standard Time Act of 1918 is not only long overdue but also essential for effective functioning in the jet age. As sponsor of H.R. 10573, I am grateful for the opportunity to testify in behalf of this bill.

Before 1883, every community established its own time according to the position of the sun. This plan was fine for isolated communities, but the United States was not then a nation of isolated communities. Railroads connected the cities, and the confusion that resulted from the conflict between local times finally prompted the General Time Convention of 1883. It was from this convention that standard time was adopted for the railroads and was used by the Federal Government and throughout the Nation. Although the 1883 convention established standard time, this standardization was not codified into Federal law until 35 years later, in 1918.

The 1918 law provided for four time zones in the continental United States and one time zone for Alaska. It provided that standard time should apply to interstate commerce, to officers and departments of the Federal Government, and to acts performed by and legal rights of persons subject to the jurisdiction of the Federal Government. And the Standard Time Act of 1918 failed to provide for its own enforcement.

Many things have changed since 1918. The country has grown to 50 States that are connected by the speed of a jetplane. It is true that we no longer have the confusion of a difference in minutes between the times of localities; however, confusion still exists.

Mr. Chairman, my proposal is simply a realistic modification of the 1918 law. It is meant to bring that law up to date and to eliminate the confusion that has resulted from local options in establishing time standards.

I first propose to amend the 1918 law by establishing two new time zones in Alaska and extending an existing time zone to include Hawaii. The International Conference held in Washington, D.C., in 1883, established a method of determining time for international purposes. This method was based on Greenwich, England as the prime meridian of longitude (0°) and divided the world into 24 zones of 15° of arc or 1 hour in time apart. The 1918 law adopted this principle by establishing the time in the continental United States according to the 75° of longitude west of Greenwich, the 90° , the 105° , and the 125° , all of which are multiples of 15. The logical scheme of 15° difference between time zones was abandoned in the establishment of the "fifth time zone, which shall include only Alaska, on the 150° ." Alaska does, in fact, use four time zones separated by the 120° of longitude west of Greenwich, the 135° , the 150° , and the 165° . Alaska uses this logical order, established by international agreement, in violation of the 1918 act. Hawaii, not covered by the 1918 law, uses the 150th meridian as the basis for its time. My proposal would legalize Alaska's four time zones and include Hawaii in the Standard Time Act. It would further designate the newly established fifth zone as U.S. Yukon time, rename the present fifth zone and proposed sixth zone as U.S. standard Alaska-Hawaii time, and designate the proposed seventh zone as U.S. standard-Bering time. The two new zones would thus be named and the present U.S. Alaska time zone would be renamed so that its name would indicate the proposed inclusion of Hawaii in this zone.

Section 2 of the present law provides that this law apply to interstate commerce, to Federal Government officers and departments, and to acts performed by and legal rights of persons within the jurisdiction of the Federal Government. Such application might have been sufficient in 1918. The practice that this law codified was proposed by the railroads, and they participated in interstate commerce. The passage of this bill, with its daylight saving time feature at that time, was important to the war effort, and this would concern Federal officers and departments. In any event the law was an improvement over the confusion that existed before 1883 and could have existed at a later date unless this law had been put into effect. But this application is not sufficient today. We do not live in a world of isolation; we live in a world of communication. We must provide for this fact. Let me give you an example of the problems that could arise in making a simple telephone call. If I wished to call someone in Richmond, Va., at noon on May 15, not only must I know that Richmond is in the eastern time zone, but I must also know that Richmond goes on daylight saving time on May 30. If I then wish to call someone in Arlington, Va., my knowledge of Richmond time is useless; for Arlington time is 1 hour later on May 15 although it is the same time on May 30. It should not be necessary for a man to keep by his phone a chart of every locality and its date of time change. Some order must be established, and my bill is to establish that order.

The provision of my proposal concerning section 2 of the present law would imply Federal preemption of the field of time legislation so that States could not have conflicting laws. This would eliminate the recurrence of a decision such as was advanced in *Massachusetts State Grange v. Benton* (1925), F. 2d 515, in which the Massachusetts Daylight Saving Act was judged constitutional because the wording of section 2 of the Standard Time Act of 1918 did not preclude State action on the same subject matter. The constitutional justification for the extension of this law "for all purposes" is in article I, section 8, of the Constitution, which provides Congress with the authority to "fix the standard of weights and measures."

My final proposal provides for the enforcement of this law. The Interstate Commerce Commission, which is in charge of the administration of this act, has repeatedly asked Congress to reexamine the act and make some provision for the administration or enforcement of the act. It seems strange that the Standard Time Act has been in effect since 1918; yet no provision has been made for its enforcement. Certainly, an unenforceable law is little better than no law at all. The suggestion of standard time was initiated in 1883. The present law merely reaffirms that suggestion. If we are to eliminate confusion, we must have a strong law, an enforceable law—and that law must be enforced.

The CHAIRMAN. Are there any questions? If not, we thank you for your testimony, Mr. Shipley.

Mr. SHIPLEY. Thank you for the opportunity, Mr. Chairman.

The CHAIRMAN. The next witness is our colleague from California, the Honorable James Corman.

STATEMENT OF HON. JAMES C. CORMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. CORMAN. Mr. Chairman, the patchwork manner in which daylight saving time is now observed means that America has uniform time for only 5 months of each year—from October to April. The other 7 months we spend in a state of confusion, as far as time is concerned, because of the many different time laws, standards, and practices permitted in the United States.

The self-inflicted burden of confusion is close to a national disgrace.

The Congress now holds the power to correct this situation by passing the pending legislation, which would at least fix the starting and ending dates for daylight saving time by making the last Sundays of April and October the mandatory switchovers.

I support this legislation strongly and hope the House acts on it this year.

One important point should be noted: While fixing the start and end of daylight saving time, the pending legislation does not in any way affect State-level and local-level decisions on whether to utilize daylight saving time at all. The integrity of local and State authority over daylight saving time thus remains unimpaired.

This is not a daylight saving time bill. This is not a Federal grab for more power. This is merely a bill to bring a measure of order out of the chaos created by our nonsensical time practices. This is perhaps the only piece of legislation that directly affects the daily life of every

American. I believe that fact should spur the House to enact the legislation.

The CHAIRMAN. Thank you for your views, Mr. Corman.

We will now hear from the Honorable Kenneth Gray, sponsor of a bill now before this committee. Mr. Gray, we welcome you to the committee.

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 early in the first session of this Congress, H.R. 2424, 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. 2424, 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.

The CHAIRMAN. Thank you, Mr. Gray. We appreciate your testimony.

At this time, we have the Chairman of the Interstate Commerce Commission, Mr. John W. Bush.

We are very happy to have you come this morning to represent your organization and to give us the benefit of your views. I am sure that the committee is deeply appreciative of the fact that you would take the time to come up and see us.

If you would take the stand and proceed, I might say to you that I have to go to the Rules Committee, so I shall leave right away and come back.

**STATEMENT OF HON. JOHN W. BUSH, CHAIRMAN, INTERSTATE
COMMERCE COMMISSION; ACCOMPANIED BY JANICE ROSENAK,
ATTORNEY, INTERSTATE COMMERCE COMMISSION**

Mr. BUSH. Mr. Chairman, members of the committee, my name is John W. Bush. I am the Chairman of the Interstate Commerce Commission and have served in that capacity since January 1, 1966.

First, before you leave, I would like to say that it is a great honor. This is my first appearance before any of the committees of Congress and to have this privilege on my first appearance, to appear before you in this committee, is really a great honor. I know you have to leave and I wanted to tell you that.

The CHAIRMAN. I might add to you that this is my first committee meeting in which I have been chairman.

Mr. BUSH. It is a good omen and a good start.

The CHAIRMAN. Thank you. I shall be back to see you, if possible.

Mr. FRIEDEL (presiding). I hope you feel right at home, Mr. Bush. If you would proceed, please.

Mr. BUSH. Taking my cue from Congressman Fraser, I am going to skip the reading of the first few pages of this report, because it is a summary of the testimony which I know you will be hearing from a good many sources.

Mr. FRIEDEL. The whole statement will be printed in the record.

Mr. BUSH. Thank you.

I shall go over to page 4 of my statement, the first full paragraph.

There are three major deficiencies in the Standard Time Act. First, the act contains no provisions for enforcement and no penalties for violation of the standard time prescribed. Secondly, the decision to adopt daylight saving time or to remain on standard time is left to the States and local communities. Thirdly, those States and local communities which do adopt daylight saving time determine its duration.

H.R. 7167, which implements our recommendation, would (a) prescribe standard time zones with authority to enforce the standard time provisions, (b) authorize the appropriate agency to determine whether a zone or part of a zone should go on daylight time, and (c) prescribe a uniform duration of daylight saving time.

That is the crux of the bill which we had submitted as a recommendation.

Section 7 of H.R. 7167 would authorize the administering agency to establish daylight-saving time for an entire zone or portion of any zone when desirable in the public interest. Daylight-saving time would not be prescribed for a zone or a portion of a zone unless a public demand for a faster time is manifested.

I might say before I leave hours that I am going to request that a detailed statement of our recommendation be inserted in the record at this point, and I shall only mention the major provisions.

Mr. FRIEDEL. With no objection, it is so ordered.

(The document referred to follows:)

RECOMMENDATION No. 19

This proposed bill would give effect to legislative recommendation No. 19 of the Interstate Commerce Commission as set forth on page 73 of its 78th annual report as follows:

"We recommend that a uniform system of time standards and measurement be established for the United States; that the observance of such time standards be required for all purposes; that careful consideration be given to the question of whether the Commission is the most appropriate agency to administer the provisions of any future law relating to standard time; and in the event the present Standard Time Act (15 U.S.C. 261-264) is not changed or amended so as to provide a more efficient and effective system of time regulation, that the Commission be relieved of the responsibility for its administration."

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 "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 Agency designated by Congress to administer the provisions of this Act, hereafter referred to as the "Agency"] and may be modified from time to time.

(b) Determinations of zone boundaries heretofore made by the Interstate Commerce 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 Agency.

SEC. 6. (a) In determining the boundaries of the several zones the Agency 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 Agency, 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 Agency 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. (a) In the case of any zone, or any one contiguous portion of any zone having boundaries determined by the Agency (hereafter in this Act referred to as a "subzone"), the Agency 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 Agency 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 to the east. The boundary of any subzone shall be placed where, in the judgment of the Agency, it best promotes the safety, convenience, and welfare of the country as a whole, taking into consideration the desires of those affected and the appropriateness of the advanced time for the areas concerned. The Agency 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 Agency to place or not 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 in such zone or in any portion thereof, 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. 8. (a) Before determining or changing the boundaries of any zone or subzone, the Agency shall afford interested persons notice and an opportunity for a hearing.

(b) Any person, organization, or State or political subdivision thereof may file with the Agency a petition seeking the establishment or change of the boundaries of a zone or a subzone. The Agency may deny any such petition or grant such relief as it finds justified in the public interest.

SEC. 9. (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 7(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 agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency, and shall be observed by all persons in civil and business relations with the public.

(b) Subject to the prior approval of the Agency 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 Agency may provide other exceptions upon a finding that the safety and convenience of the public will be served thereby. In any case in which the Agency 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.

SEC. 10. In all laws, statutes, ordinances, orders, rules, and regulations relating to—

- (1) the time of performance of any act by any agency of the United States, or of any State or local government, or by any officer, agent, employee, or representative of any such agency;
 - (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. 11. The Agency is authorized and directed to execute and enforce the provisions of this Act; and, upon the request of the Agency, it shall be the duty of any United States attorney 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 punishment of all violations thereof.

SEC. 12. 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 or not more than \$250. Each day of such violation shall constitute a separate offense.

SEC. 13. 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. 14. 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 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. 15. 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. 16. The Agency 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, 1966, 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 a 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, 1966.

JUSTIFICATION

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 Com-

merce 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. 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; and, in an era characterized by jet speed and remarkable advances in space technology, this condition 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.

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, 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.

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.

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.

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.

Before discussing the particular provisions of the draft bill, we wish to point out that the Commission is not unanimous concerning the propriety of its initiating comprehensive legislation on time matters, the ramifications of which extend far beyond matters relating to surface transportation. We are agreed, however, both as to the need for some additional time legislation and for a re-determination 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 the draft bill—to provide a uniform system of time standards and measurement for the United States—is stated in section 2.

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 3.

Section 4 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 to take an advanced standard of time during a portion of the year.

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. Subparagraph (b) would continue existing boundaries until changed.

Section 6 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 7. This section would authorize the administering agency, where desirable in the public interest, to establish for an entire zone or any one contiguous portion of any zone 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 to take an advanced standard of time 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 7, in those zones or portions of zones where no popular demand for a faster standard of time is manifested, none will be provided.

Section 7 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 switch over dates. Thus, section 7 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 designated to take an advanced standard of time.

Sections 8 and 16 would authorize the administering agency to receive and hear petitions as to the time zones, to conduct public hearings, and to issue reports, orders, maps, and other information pertaining to standard time zones for public information and use. The present act contains no similar provisions.

Sections 9 and 10 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 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations.

Section 15 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.

In summary, 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, newspapers, 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.

Mr. BUSH. At present, individual States and individual communities act independently in determining the date on which they will transfer to and from daylight saving time. This results in a chaotic situation. Section 7 would provide uniform switchover dates by requiring that daylight saving time would be observed between the last Sunday in April and the last Sunday in October.

Sections 9 and 10 contain 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. The administering agency would be authorized to exempt certain activities from the observance of the standard time in a particular zone when necessary to foster and protect the public interest.

Enforcement provisions, entirely absent from the present act, are provided in sections 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations. In summary, H.R. 7167 would provide 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.

H.R. 6785 is a less comprehensive bill, but would remedy two major deficiencies in the Standard Time Act. First, it would cure the lack of uniformity in commencing and ending daylight saving time in those States and local communities which choose to observe it. Secondly, H.R. 6785 would provide an adequate remedy against any State or local community which advanced the standard time in a manner not authorized by the bill.

H.R. 6785 provides that whenever any State, political subdivision, or the District of Columbia adopts daylight saving time, such time is to commence on the last Sunday in April and end on the last Sunday in October. To encourage widespread observance of daylight time, when adopted by local jurisdictions, such time would be made the exclusive time for the transaction of all public business by any department, agent, employee, or representative thereof. To enforce the uniform period for advanced time, the Commission would be authorized to apply to a U.S. district court for an injunction to restrain violations.

If H.R. 6785 is approved, the Commission does not anticipate any difficulty in enforcing its provisions. In fact, it would seldom be necessary, in our opinion, to institute civil injunction proceedings against State and local officials. One reason is that under H.R. 6785 States and local communities retain the important power of deciding whether or not to advance the standard time otherwise applicable.

S. 1404 is similar to H.R. 6785. The major difference is that S. 1404 does not contain the enforcement provisions which are contained in section 3(c) and section 4 of H.R. 6785. S. 1404 does not authorize the Interstate Commerce Commission to apply to the district courts of the United States for the enforcement of the daylight saving provisions. Section 4 of S. 1404 provides that the time observed by the departments and agencies of the United States shall "insofar as practical, be the prevailing established time, including daylight saving time where established, of the area." Section 4 of H.R. 6785 provides that when daylight saving time is adopted, it shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department or agency of the United States. The Commission prefers the stronger enforcement provisions in H.R. 6785.

The last paragraph of our statement indicated that we preferred our own recommendation, H.R. 7167, and that we supported H.R. 6785 and S. 1404 because their enactment would contribute significantly to the achievement of greater uniformity of time throughout the United States. However, Mr. Chairman, I have decided to scratch that as our recommendation and to say to you that to go back to the first full paragraph of our testimony, which is included, but which I shall repeat here, I appreciate the opportunity to testify on behalf of the Commission on H.R. 6785, introduced by the chairman, H.R. 7167, introduced by Mr. Macdonald, and 7167, which implements our legislative recommendation No. 19 in the Commission's 78th

annual report, and S. 1404, which has passed the Senate. So the Commission would like to support and recommend those, or whatever, in your good judgment, Congress decides.

(The complete statement of Mr. Bush follows:)

STATEMENT OF JOHN W. BUSH, CHAIRMAN, INTERSTATE COMMERCE COMMISSION

Mr. Chairman, members of the committee, my name is John W. Bush. I am the Chairman of the Interstate Commerce Commission and have served in that capacity since January 1, 1966.

I appreciate this opportunity to testify on behalf of the Commission on H.R. 6785, introduced by you, Mr. Chairman, H.R. 7167, which implements our legislative recommendation No. 19 in the Commission's 78th annual report, and S. 1404, which has passed the Senate.

The Commission recognizes the need for legislation to establish more uniform time standards and to create additional time zones for Alaska and Hawaii. In legislative recommendation No. 19 in our 78th annual report to the Congress, we recommended legislation for the establishment and enforcement of uniform time standards.

Prior to 1883, there were no established standards of time in the United States. In that year, the railroads created 4 time zones to eliminate the confusion caused by more than 100 local sun times then being observed at their terminals throughout the country. From 1883 to 1918 the influence of railroad time was so strong that the four-zone system gained widespread public acceptance.

The first Federal legislation on the subject was the Standard Time Act of March 19, 1918. This act adopted the eastern, central, mountain, and Pacific time zones then in existence and created a fifth time zone for Alaska. The Interstate Commerce Commission was authorized to define the boundaries of each zone. In addition, the Standard Time Act provided that the standard time of each zone should be advanced 1 hour for 7 months of each year beginning on the last Sunday in March and ending on the last Sunday in October. The daylight saving provision was designed primarily to conserve fuel and thus to aid the war effort. On August 20, 1919, the daylight saving provision of the Standard Time Act was repealed. National daylight saving time ended on the last Sunday in October of that year.

From 1920 to 1940, many States and municipalities, by statute or local ordinance, provided for local daylight saving. By 1940, daylight saving time was generally observed in New England, in numerous cities and towns in the Middle Atlantic States and in Illinois and Indiana, and at scattered points in the border and Southeastern States.

During most of World War II, from February 9, 1942, to September 30, 1945, the standard time of each zone was advanced 1 hour by act of Congress. This second enactment of national daylight saving time, called "war time," required adherence to such time throughout the entire year.

Since World War II, there has been a growing trend to daylight saving. In 1963, all or portions of 28 States and the District of Columbia, comprising a majority of the Nation's population, observed daylight saving time. However, the periods of daylight saving time are not uniform. A 6-month period, from the last Sunday in April to the last Sunday in October has been adopted in the New England States, New York, New Jersey, and several other States, but in a majority of the States observing daylight saving time, different changeover dates exist.

The principal cause of time confusion in the United States is the lack of effective limitations on the power of States and local communities to adopt the time standard they prefer. This power of the States and local communities exists because the Congress has not exercised to any significant extent its power under the commerce and weights and measures clauses of the Constitution to establish and to enforce a reasonable degree of time uniformity. See *Massachusetts State Grange v. Benton*, 10 F. 2d 515, aff'd, 272 U.S. 525 (1926). With States and local communities able to act independently, the resulting conflict and confusion about time has grown progressively worse. The lack of uniformity has been made more intolerable by the growing speed of transportation and communication.

There are three major deficiencies in the Standard Time Act. First, the act contains no provisions for enforcement and no penalties for violation of the

standard time prescribed. Second, the decision to adopt daylight saving time or to remain on standard time is left to the States and local communities. Third, those States and local communities which do adopt daylight saving time determine its duration.

H.R. 7167, which implements our recommendation, would (a) prescribe standard time zones with authority to enforce the standard time provisions, (b) authorize the appropriate agency to determine whether zone or part of a zone should go on daylight time, and (c) prescribe a uniform duration of daylight saving time.

Section 7 of H.R. 7167 would authorize the administering agency to establish daylight saving time for an entire zone or portion of any zone when desirable in the public interest. Daylight saving time would not be prescribed for a zone or a portion of a zone unless a public demand for a faster time is manifested.

At present, individual States and individual communities act independently in determining the date on which they will transfer to and from daylight saving time. This results in a chaotic situation. Section 7 would provide uniform switchover dates by requiring that daylight saving time would be observed between the last Sunday in April and the last Sunday in October.

Sections 9 and 10 contain 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. The administering agency would be authorized to exempt certain activities from the observance of the standard time in a particular zone when necessary to foster and protect the public interest.

Enforcement provisions, entirely absent from the present act, are provided in sections 11 through 14. These include injunctive relief, civil forfeitures, and fines for willful violations. In summary, H.R. 7167 would provide 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.

H.R. 6785 is a less comprehensive bill, but would remedy two major deficiencies in the Standard Time Act. First, it would cure the lack of uniformity in commencing and ending daylight saving time in those States and local communities which choose to observe it. Second, H.R. 6785 would provide an adequate remedy against any State or local community which advanced the standard time in a manner not authorized by the bill.

H.R. 6785 provides that whenever any State, political subdivision, or the District of Columbia adopts daylight saving time, such time is to commence on the last Sunday in April and end on the last Sunday in October. To encourage widespread observance of daylight time, when adopted by local jurisdictions, such time would be made the exclusive time for the transaction of all public business by any department, agency, or court of the United States, and by any officer, agent, employee, or representative thereof. To enforce the uniform period for advanced time, the Commission would be authorized to apply to a U.S. district court for an injunction to restrain violations.

If H.R. 6785 is approved, the Commission does not anticipate any difficulty in enforcing its provisions. In fact, it would seldom be necessary, in our opinion, to institute civil injunction proceedings against State and local officials. One reason is that under H.R. 6785 States and local communities retain the important power of deciding whether or not to advance the standard time otherwise applicable.

S. 1404 is similar to H.R. 6785. The major difference is that S. 1404 does not contain the enforcement provisions which are contained in section 3(c) and section 4 of H.R. 6785. S. 1404 does not authorize the Interstate Commerce Commission to apply to the district courts of the United States for the enforcement of the daylight saving provisions. Section 4 of S. 1404 provides that the time observed by the departments and agencies of the United States shall "insofar as practical, be the prevailing established time, including daylight saving time where established, of the area." Section 4 of H.R. 6785 provides that when daylight saving time is adopted, it shall be the exclusive time within such State or political subdivision for the transaction of all public business by any department or agency of the United States. The Commission prefers the stronger enforcement provisions in H.R. 6785.

Although the Commission prefers the more comprehensive approach, as proposed in our recommendations, H.R. 7167, we support H.R. 6785 and S. 1404 because their enactment would contribute significantly to the achievement of greater uniformity of time throughout the United States.

Mr. FRIEDEL. I want to thank you, Mr. Bush, for a very, very fine statement. It is a good report.

Mr. BUSH. Thank you.

Mr. FRIEDEL. Mr. Moss, do you have any questions?

Mr. MOSS. Not at the moment, Mr. Friedel.

Mr. FRIEDEL. Mr. Younger?

Mr. YOUNGER. Thank you, Mr. Chairman.

Mr. Bush, do you think you will have any difficult enforcing such a measure with the railroads?

Mr. BUSH. No, sir; I don't believe we would. I think the railroads, Mr. Younger, like everybody else, realize what a problem this is and that progress would be made by whatever the Congress does this year. I do not see where we would have any trouble enforcing it. I do not anticipate any.

Do you have any specific area of thought?

Mr. YOUNGER. By and large, the railroads have not used daylight saving.

Mr. BUSH. Yes.

Mr. YOUNGER. Well, we have the Transportation Act. That is what causes me to ask the question.

Mr. BUSH. Actually, I have not consulted with Mr. Loomis or the railroad men to any degree on this, but I believe that they would see the wisdom of going along with it. If it becomes law, I do not anticipate any difficulty in the Commission enforcing it.

Mr. YOUNGER. Of course, if you limit it to any organization doing business with the public, they would have to.

Mr. BUSH. Yes; that is what I meant. I do not see any reason why they would or could ask to be excluded if it becomes law.

Mr. FRIEDEL. Mr. Van Deerlin, any questions?

Mr. VAN DEERLIN. No, thank you.

Mr. FRIEDEL. Mr. Rooney?

Mr. ROONEY. No questions.

Mr. FRIEDEL. Mr. Murphy?

Mr. MURPHY. No.

Mr. FRIEDEL. Thank you.

Our next witness will be the Honorable Mr. Ramspeck, a former colleague of ours. Accompanying him will be Mr. Robert E. Redding, executive director of the Committee for Time Uniformity.

STATEMENT OF HON. ROBERT RAMSPECK, CHAIRMAN, COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C., AS PRESENTED BY ROBERT E. REDDING, EXECUTIVE DIRECTOR, COMMITTEE FOR TIME UNIFORMITY AND VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA

Mr. REDDING. Mr. Chairman, members of the committee, my name is Robert E. Redding. I am vice president and general counsel of the Transportation Association of America and executive director of the committee for time uniformity. I regret to say that so far, Mr. Ramspeck has not arrived, although we expected him to be here. He is in the city and he was to have left home at an early hour in order to have been present at this hearing. I am sorry that he is not here

at this moment, and I hope he will arrive momentarily. If he does, I know he would appreciate the opportunity to present his statement.

Under the circumstances, however, I believe you have before you a statement by Mr. Ramspeck which I would like to refer to just on the chance that he is unable to be here. If you happen to see him arrive while I am speaking, I would appreciate it if you would interrupt me.

I do not intend to read this statement, Mr. Chairman. I shall submit it for the record. But I would like to call to your attention the contents of this statement for purposes of future reference by the committee or by your staff.

Mr. FRIEDEL. Without any objection, Mr. Ramspeck's statement will be included in the record at this point.

Mr. REDDING. Thank you very much.

We have attached to this statement materials in the interest of conserving time, including, perhaps most importantly, a summary including maps of the 1965 time observances throughout the United States, and for purposes of convenience, that summary is the very last attachment. The very last page is three maps which will show you the nature and extent of daylight time observance in 1963.

We have also enclosed with this statement a historical summary of the problems of time confusion and a background statement which includes a number of interesting examples of the problems we have in time observance throughout the country. There is also a succinct summary of press comments throughout the Nation which urged Congress to enact time uniformity legislation.

I would not propose to discuss the 1965 pattern of observance other than to say that daylight saving time last year was observed in 36 of the 50 States. We found that in some areas, it was on a statewide basis and in other areas, merely local. We found that it was being observed in different periods of the year.

We found that even in jurisdictions not observing daylight saving time, such as the example indicates at the bottom of page 3 of Mr. Ramspeck's testimony, in one of the cities in the far Southwest, Tucson, when daylight saving time became effective elsewhere in the country, there were almost 40 schedule changes of the common carriers serving that city, even though it was in a State not observing any daylight time.

We have also summarized for you instances of legislative activities in various States now proposing to expand daylight saving time, in some instances to a 4-year period. It is for this reason that we have encouraged the Congress to act now in order to bring about as much uniformity of the daylight saving time period as possible.

In recent months, we have had occasion to survey the extent of the financial burden of time observance throughout the country and the confusion which prevails, and you will find in the so-called Ramspeck statement a summary to the effect that, considering the burden as reported by the bus industry, the railroads, the radio-TV industry, and the local service airlines, it approaches something in the nature of \$5 million a year.

But of interest to me, and I would think to you, is the fact that Federal subsidy is involved in time observance, in the sense that the local service carriers are subsidized by the Civil Aeronautics Board. To

the extent that they incur additional expense in multiple revision of timetables brought about by the differing time observances throughout the country, this has the effect of involving taxpayer money to pay a portion of that cost.

We have also summarized the contents of the 17 bills pending before the committee. We have included a clarification of the proposed standard time changes which are included in a number of these bills, and we merely conclude by recommending that the committee approve the language of the three bills—H.R. 6785, introduced by Chairman Staggers, H.R. 6481, introduced by former Chairman Harris, and the bill also introduced by Congressman Macdonald, H.R. 7867. Congressman Fraser's bill, H.R. 11743, is essentially similar. These bills were put together by the combined efforts of your professional staff as well as that on the Senate side, working with the cooperation of the industry and with the professional staff of the Interstate Commerce Commission. We feel that the language in these bills is the most reasonable and practical thing which we can achieve at this time because it will at least establish uniform switchover dates in those States or political subdivisions choosing to observe daylight time—that is the first thing it will do.

The second thing it will do is modernize the 1918 law by adding new time zones to conform with present observances.

Third, it will direct the Interstate Commerce Commission to foster and promote nationwide time uniformity, and finally, would protect those parties seeking time-zone boundary changes by applying the provisions of the Administrative Procedure Act to the ICC proceedings.

We would say, however, that in view of the Senate action in June 1965 wherein the Senate Commerce Committee reported out favorably S. 1404 with two amendments, and 2 days later, the bill was passed on the Senate floor, we would have no objection, certainly, to the approval by this committee of that bill, in the interest of eliminating the need to return to the Senate in any type of conference proceeding.

Mr. FRIEDEL. Is that the bill that has no penalty clause?

Mr. REDDING. The bill to which I refer, S. 1404, had the penalty clause removed from it, by Senate amendment on the recommendation of the Senate Commerce Committee.

Mr. FRIEDEL. You would be in favor of that just for expediency?

Mr. REDDING. I would say those of us who have worked with this problem share the feeling of the Interstate Commerce Commission that it would be preferable to have enforcement language, generally, in order to encourage observance of daylight saving time on a uniform basis. However, we have worked on this problem long enough to realize and appreciate that perhaps even if it is deleted, we'll find the general public, certainly, and Federal and State officials, anxious to achieve greater uniformity. And as indicated in the Senate report on the matter, it would be very unlikely that we could envisage the Interstate Commerce Commission going to court and suing a State or local political subdivision on the matter.

It is our hope and our firm expectation that this would not be necessary and that by voluntary compliance and observance, we could achieve the ends we seek. Therefore, while having helped to draft the bills I refer to containing enforcement language, we note that the

Senate Commerce Committee, both in 1963 and 1965, and the Senate itself in 1965 concluded that such enforcement language should be deleted.

We do hope to achieve Presidential approval of time legislation by no later than March 1 of this year, in order that the use of uniform adoption of daylight-saving time can be made effective during this same period.

Mr. Chairman, that is a summary of the highlights in Mr. Ramspeck's statement.

(The complete statement of Mr. Ramspeck follows:)

STATEMENT OF ROBERT RAMSPECK, NATIONAL CHAIRMAN,
COMMITTEE FOR TIME UNIFORMITY

Mr. Chairman and members of the Committee on Interstate and Foreign Commerce, 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 again today in my capacity as national chairman of the Committee for Time Uniformity, with principal offices at 1101 17th Street NW., Washington, D.C.

I know you are familiar with the efforts of this committee, organized and coordinated by the Transportation Association of America, and have attached a description of its activities and membership to my statement. Suffice it to say that it includes 43 nationally known and privately operated institutions and organizations in the transportation, communications, shipping, finance, travel, farming, labor, and general business fields. We have also enjoyed the friendly cooperation of 23 governmental units—Federal, State, and local—including five Cabinet-level Departments. We have worked together to achieve greater nationwide time uniformity at Federal, State, and local levels.

It was some 20 months ago, on June 18, 1964, that I appeared before the Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee, of which you, Mr. Chairman, were then chairman. My appearance was on behalf of the Committee for Time Uniformity in support of corrective legislation. We appreciate the attention you then gave the subject, and regret that the 88th Congress adjourned before it was possible to enact appropriate legislation. We are optimistic now that the job can be completed within the next several weeks in order that all Americans may be freed this year from time smorgasbord.

I will not take the committee's time today to elaborate on the general factual background of the problem. I would rather propose to submit for the record various relevant materials as to which we would be pleased to answer questions. These attachments include (1) a summary, including maps, of the 1965 time observances throughout the United States; (2) a historical summary of national time schizophrenia; and (3) a few succinct comments observed in the nationwide press which urge the Congress to enact time uniformity legislation.

At the conclusion of my testimony, Mr. Robert E. Redding, vice president and general counsel of the Transportation Association of America and executive director of the Committee for Time Uniformity, would like to present a statement on behalf of these parties in support of greater time uniformity. He will then be followed by key witnesses from the vitally affected national interests cooperating with the Committee for Time Uniformity. 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 this hearing will be kept open for a few days for the receipt of such communications.

I

The gravity of the national pattern of time is readily apparent by referring to the attachment showing the 1965 practices throughout the United States. The three maps will graphically tell the story and I will comment only briefly about

this. The first map shows the States which observed daylight saving time, whether on a statewide or nonstatewide basis, while the other two maps reflect the wide disparity of switchover dates. Map 2 reflects the 1965 dates on which DST States shifted to daylight-saving time. Map 3 shows the dates on which such States returned from daylight-saving to standard time in the fall.

These materials reflect the fact that daylight saving time was observed last year in 36 of the 50 States in the Union. Those States not observing DST are located in the south-central and southeastern sectors of the United States.

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 DST on different dates has been considerably reduced by CTU and other efforts, with 19 of the 36 States switching from standard to daylight time on the last Sunday in April. Conversely, 16 of the 36 States returned to standard time on the last Sunday in October. The remaining States used a wide variety of switchover dates to and from daylight-saving time.

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 DST in 1964 there were 38 schedule changes of the common carriers serving Tucson, Ariz.

II

I would also emphasize that your committee's review and solution 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 periods at variance from the prevailing 6-months period, including possible authorization on a year-round basis. For example:

(1) In 1963, the Maine Legislature considered a bill to begin DST on the last Sunday in February; in 1965, a bill went through the second reading for year-round DST subject to referendum.

(2) In 1965 a 15-man commission to study DST for all of New England was proposed in the Massachusetts State legislature.

(3) In 1965, there was an Illinois bill for statewide DST between the last Sunday in March to the last Sunday of September.

(4) In New Hampshire and Connecticut, year-round DST proposals were debated in 1965.

(5) Last year a New York bill urged 9 months of DST between Washington's Birthday and Thanksgiving.

III

The lack of time uniformity not only creates untold confusion and inconvenience for John Q. Public but also is a costly burden. We have requested some of the key interests to estimate such annual expense. In general, they add up to approximately \$1 million a year for the bus industry, \$2 million for the railroads, \$2 million for the radio-TV industry, and approaching a quarter million dollars annually for the local service airlines. This puts the total bill of these interests alone at well over \$5 million a year.

We also point out to you that the time crazy quilt is being subsidized every year with taxpayer funds. The local service carrier cost burden reflects extra printings of timetables for public use, and expense subsidized by the Civil Aeronautics Board.

IV

I would now like to comment briefly on the time bills pending before the committee. There are 17 such bills, of which 3 are identical bills, including H.R. 6785 introduced by you, Mr. Chairman, H.R. 7867 introduced by you, Mr. Macdonald, and H.R. 6481 introduced by past Chairman Oren Harris. The Committee for Time Uniformity was active in the drafting of these measures, working in cooperation with key staff members of the Interstate Commerce Commission, your committee, and the Senate Commerce Committee. The language of these bills was also reviewed and cleared by the respective legislative counsel of both Houses. H.R. 11743, introduced by Congressman Fraser, of Minnesota, is almost the same, with minor differences only.

May I first summarize briefly the contents of the three identical bills, mentioning for the sake of convenience and clarity only H.R. 6785. The other bills are summarized in the final attachment to this statement.

The principal provision of H.R. 6785 would require any State or political subdivision that adopts daylight saving time to begin such time at 2 a.m. on the last Sunday in April and end at 2 a.m. on the last Sunday in October. The bill also provides that daylight saving time shall advance the standard time by 1 hour thus preventing so-called double daylight time.

H.R. 6785 would also express the intent of Congress to supersede State laws or local ordinances which provide for different changeover dates or different advances in time. The Interstate Commerce Commission would be authorized to apply to the U.S. district courts for enforcement of these provisions by injunction or other process.

The bill would make daylight time, in those States and subdivisions observing it, the legal time for Federal purposes, amending the existing law which refers only to standard time.

In addition, the bill would (1) provide for the creation of additional standard time zones, mainly for Alaska and Hawaii; (2) make the Administrative Procedure Act applicable to all proceedings of the Interstate Commerce Commission under the Standard Time Act, and (3) direct the ICC to foster and promote the adoption and observance of uniform time standards.

I would like to clarify for you the proposed standard time zone changes, which are long overdue technical corrections designed to update and modernize the 48-year-old Standard Time Act of 1918.

The law now provides for eastern, central, mountain, Pacific, and Alaska standard time zones. H.R. 6785 proposes to add three new zones to the law, one of which is an existing worldwide zone, the Atlantic standard time zone located immediately to the east of the eastern standard time zone. This zone includes no portion of the continental United States but does embrace a considerable sector of eastern Canada. It is our hope that Canada will join with the United States in seeking greater time uniformity in the Western Hemisphere.

There are two new zones proposed for Alaska and Hawaii. The present law ignores Hawaii and prescribes a totally unrealistic and unworkable single time zone for most of Alaska. These proposals are not known to be controversial.

To summarize, the Pacific standard zone has and will continue to include the southeastern corner of Alaska. The Yukon standard zone—a new zone—will include the portion of Alaska immediately to the west of the Pacific zone. The present Alaska zone will be renamed the "Alaska-Hawaii standard zone" and will include all of Hawaii and the bulk of Alaska west of the Yukon zone. Finally, the Bering standard zone—a new zone—will be located immediately to the west of the Alaska-Hawaii zone and include westernmost Alaska and the Aleutian Islands.

We recommend that the committee approve the language of the bills just summarized because it will (1) establish uniform switchover dates in those States or political subdivisions choosing to observe DST; (2) modernize the 1918 Standard Time Act by adding new time zones in conformity with present time observance; (3) direct the Interstate Commerce Commission to foster and promote nationwide time uniformity; and (4) protect those parties seeking time zone boundary changes by applying the provisions of the Administrative Procedure Act to such ICC proceedings.

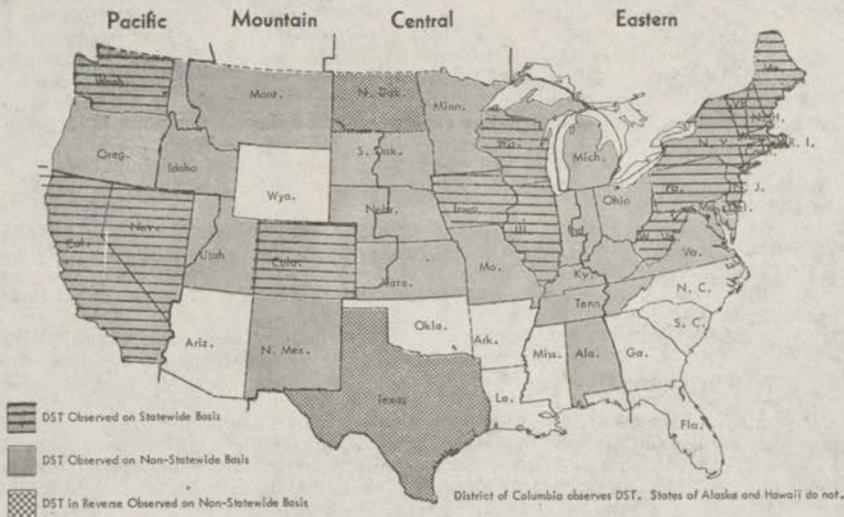
Now just a word about Senate action. On June 1, 1965, the Senate Commerce Committee unanimously reported out favorably S. 1404 (identical with H.R. 6785), with two amendments involving compliance with its terms. Two days later, the bill was passed on the Senate floor without debate.

While we would be disposed to favor the passage of H.R. 6785 (and S. 1404) as introduced, we would not object to the approval by this committee of the language contained in the Senate-passed bill, thereby making it unnecessary to convene a House-Senate conference. It is so important, in our judgment, to enact time legislation effective throughout this very year that we would acquiesce in such a solution rather than risk any legislative delay.

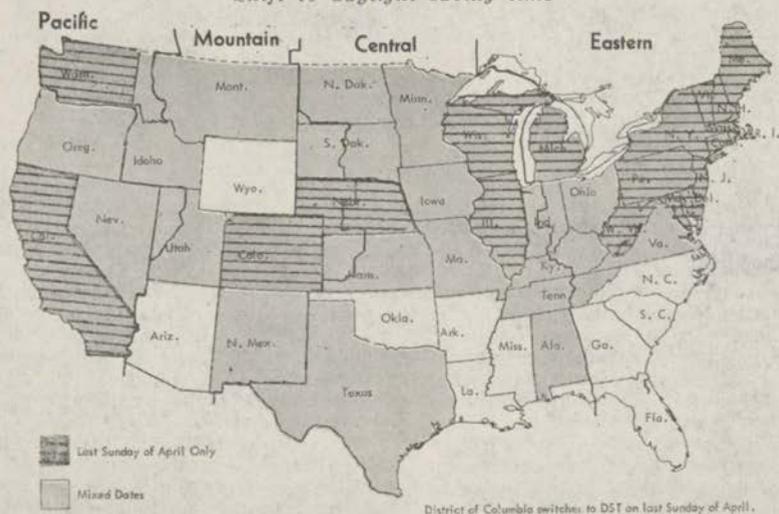
We hope to achieve Presidential approval of uniform-time legislation by no later than March 1, 1966, and will greatly appreciate your expedited approval.

Thank you, gentlemen of the committee, for the privilege of appearing before your committee to discuss the vital need for greater time uniformity. If he may, Mr. Redding would now like to present his statement. We will then both be glad to answer any questions.

1965 TIME OBSERVANCES

States observing daylight saving time

1965 TIME OBSERVANCES

Shift to daylight saving time

DESCRIPTION OF THE COMMITTEE FOR TIME UNIFORMITY

For the record, the Committee for Time Uniformity 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, non-profit, voluntary association of transportation, communications, shipping, finance, general business, travel, farm, labor, and other interests, was formed as a result of the efforts of, and has been coordinated by, the Transportation Association of America to stimulate widespread interest and action in eliminating the growing confusion and chaos resulting from clock juggling throughout the United States.

The Committee for Time Uniformity (CTU) has also worked in close cooperation and harmony with many departments and agencies in the Federal Govern-

Manufacturers Hanover Trust Co.
 Metropolitan Washington Board of Trade
 Middlewest Shipper-Motor Carrier Conference
 National Association of Broadcasters
 National Association of Manufacturers
 National Association of Motor Bus Owners
 National Association of Securities Dealers, Inc.
 National Association of Travel Organizations
 National Bus Traffic Association
 National Business Aircraft Association
 National Council of Farmer Cooperatives
 National Grange
 National Industrial Recreation Association
 National Industrial Traffic League
 National Sporting Goods Association
 Pacific American Steamship Association
 Pacific Coast Stock Exchange
 REA Express
 Railway Labor Executives Association
 Southern Traffic League
 Transportation Association of America
 U.S. Independent Telephone Association
 Western Union Telegraph Co.

List of Government departments and organizations cooperating with Committee for Time Uniformity

Federal

Advisory Commission on Intergovernmental Relations	Interstate Commerce Commission
Bureau of Budget	U.S. Naval Observatory
Civil Aeronautics Board	Post Office Department
Coast and Geodetic Survey	Weather Bureau
Department of Agriculture	<i>State and local</i>
Department of Commerce	American Association of Motor Vehicle Administrators
Department of Defense	Council of State Governments
Department of Interior	National Association of Counties
Federal Aviation Agency	National Association of State Aviation Officials
Federal Communications Commission	National League of Cities
Federal Maritime Commission	U.S. Conference of Mayors
General Accounting Office	
General Services Administration	

A HISTORICAL SUMMARY OF NATIONAL TIME SCHIZOPHRENIA

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.

The history of time observance in this country was detailed in the subcommittee hearings 2 years ago. It was the railroad industry which adopted its own system of timekeeping 83 years ago, followed 35 years later by the enactment of the Standard Time Act of 1918, currently administered by the Interstate Commerce Commission (ICC). 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.

Thus, almost half a century has passed since Congress has legislated on basic time observance prevailing in peacetime periods. We share the ICC request, that such action be taken.

The extreme contrasts in time regulation are exasperating. The United States and England now utilize radio transmission via the Telstar satellite to synchronize clocks within 10 millionths of a second. Also, the scientists of 40 nations recently adopted the atomic definition of the international unit of time—a second—which increases the accuracy of time measurements to 1 part in 100 billion.

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

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 then followed with 1963, and 1964, and 1965 surveys. The results of the 1965 survey are shown in other attachments to this statement.

It is startling to note the checkerboard pattern of DST in cities with populations in excess of 100,000 people, compiled in 1964. Of 130 such cities, 6 of every 13 stay on standard time while the other 7 cities shifted to daylight saving time.

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 is unduly hampered by time differences, with half of them on DST and the other half not.

BACKGROUND ON THE SNARLS IN TIME OBSERVANCE IN THE UNITED STATES

America again starts living on "scrambled time" at 2 a.m. on Sunday, April 24, 1966.

On that date, some 110 million Americans will advance their clocks 1 hour to daylight saving time and thus get out of step with the other 85 million Americans. The latter will either remain on standard time all year or move to daylight saving time on a later date.

It happens every year—and it adds up to one of the greatest public inconveniences in America.

Atomic science now permits 1 second to be divided accurately into 100 billion equal parts. And scientific time measuring devices can be so precisely set that two of them would deviate no more than 1 second in 5,000 years.

Yet the United States remains "the world's worst timekeeper," according to Dr. William Markowitz, leading time scientist at the U.S. Naval Observatory.

Why?

Time confusion abounds in the United States because of the patchwork manner in which daylight-saving time is observed—particularly the widely varying dates on which States and areas move to and from daylight saving time.

In 1965, for example, 16 States started daylight saving time the last Sunday in April and ended in the last Sunday in October.

Meanwhile, another 20 States either started or ended daylight saving time—or both—on different dates.

The remaining States did not observe daylight saving time at all.

Compounding the confusion is the fact that, of the 36 daylight saving time States, 18 observed it on a statewide basis while the others used it only in selected areas.

And, across the country, isolated areas observe "wildcat" daylight saving time without any official sanction whatsoever.

Here are just a few examples of what can happen when all those clocks are juggled:

The most notorious case of recent times was the 35-mile highway bus ride between Steubenville, Ohio, and Moundsville, W. Va., which encountered seven time changes.

Barnesville, Ohio, has a Berlin-type wall without any barbed wire. Half of the city, including the local government, school district, churches, and some businesses, observed eastern standard time in 1965. The other half of town, including factories, banks, and other businesses, chose eastern daylight saving time. Within 10 miles of Barnesville are 20 Ohio communities—five on eastern standard time and 15 on eastern daylight time. Like Patrolman Beryl Giesey said, "You don't know if you are coming or going half the time."

An airplane takes off in Washington, and according to the clocks, lands at Norfolk 5 minutes before it was airborne. A Washington flight also arrives in Nashville 1 minute before departure.

Railroad passengers come in for their full share of confusion. According to law, the trains run on standard time and thus are out of step whenever they arrive in a daylight saving time community.

How about the folks who ride the bus from Salisbury, Md.? Last year their coach for New York left at 1:45 p.m. in early April, changed to 2:34 p.m. the last Sunday of April, moved back to 1:45 p.m. on May 30, shifted to 2:45 p.m. again on September 6, and resumed its 1:45 p.m. departure on October 31. Those passengers needed calendars as well as time schedules.

Occasional comment is heard that any use of daylight-saving time disrupts the milking schedule of cows for the farmers. Wisconsin is the leading State producer of dairy products yet observes daylight saving time on a statewide basis between the last Sunday of April and the last Sunday of October.

During part of the year, west coast businessmen are getting ready to go to lunch when the east coast business day is over.

Like the conflict between the ancient cities of Athens and Sparta, St. Paul and Minneapolis stayed 1 hour apart last year for a harrowing month of "daylight time daze." This potpourri of confusion during May triggered a cold war and a field day of newspaper headlines and political speeches. Imagine in St. Paul alone nine floors of city-Ramsey County office building being on central daylight time and the other nine floors sticking to central standard time.

Radio and television network programs reach their audiences at different times during the year, according to the season and local time observance. Extensive and expensive video-taping is required to maintain some continuity in time of showings.

Many States ignore the standard time zone boundaries fixed by the Interstate Commerce Commission, of which Indiana is the most flagrant example. In the Hoosier State, 49 counties are physically located in the central standard time zone, yet all but six of them observe a year-round eastern standard time.

Marshall Tito arrived in the United States some months ago an hour early because someone failed to note that particular area in Virginia had not yet joined the rest of the State in DST.

Last year a motorist traveling westward from Iowa through Nebraska passed through Council Bluffs, Iowa, crossed the Missouri River, and drove through Omaha, Nebr. Imagine his state of mind after hitting two consecutive city 5 p.m. rush hours.

The 4 to 5 billion long-distance telephone calls in the United States each year of necessity cross time zones or flow between different time standards within the same zone. This adds to confusion, increases caller demands on operators, makes "time of day" service uncertain in some areas and contributes to increase in uncompleted calls. The snarl is particularly difficult when a consolidated telephone operation in a large community serves nearby areas observing a different time standard during various times of the year.

In 1964 a citizen of Missoula, Mont. could spend an hour in the city hall (on MDT) and then sprint to the Missoula County Courthouse (on MST) without losing a minute. In the opposite direction this confused person would lose an hour.

There is no official State time in Indiana. Late in 1962, St. Joseph County, including South Bend, decided to abandon central standard time for central daylight time. Because this move was made after bus schedules were printed, busload after busload of fans arrived at Notre Dam football games an hour late.

In Iowa, there were 23 different combinations of dates in 1964 on which community areas shifted to and from DST.

Bus and train schedules between Chicago and Minneapolis must be revised and reprinted at least five times a year to keep up with DST changes in the three-State area covered.

In Virginia, bus schedules must be revised and reprinted four times in 6 months each year.

Montana has some areas observing DST but you must fish on standard time, according to licenses, wherever you are in the State.

The time crazy quilt is being subsidized every year with taxpayer funds. The local service airline industry estimates that each extra printing of timetables for public use costs between \$150,000 and \$200,000, an expense subsidized by the Civil Aeronautics Board.

Iowa citizens were born and died on standard time in 1964 even though the hospitals observed DST.

A group of Pentagon officials, flying to a military conference in Alaska, arrived 2 hours late. They forgot that Alaska is the only State with four time zones, although the law recognizes only two zones.

Tale of two kinds of cities: Of 130 U.S. cities over 100,000 population, 71 observe DST; 59 don't.

One DST opponent in Wheaton, Minn. complained that, "The extra hour of sunshine turned my grass brown." And then there was the lady who felt tired all summer until she got her hour back in the fall on the resumption of standard time.

One resourceful but anonymous State legislator concerned with the DST problem, proposed an appealing compromise: set clocks ahead of standard time by only 30 minutes and, thus, never be wrong by more than a half hour.

Here are some historic notes of interest:

The concept of DST is credited to Benjamin Franklin. When Ambassador to France, he awoke one morning and found sunlight streaming through his window while the city slept. This "wasted" daylight annoyed the frugal author of Poor Richard's Almanac and he soon evolved a plan to conserve this daylight by advancing the clocks one hour. He even calculated how many candles this would save the people of Paris.

Standard time is not "God's time." The existing time zones were set up in 1883 by the railroads to eliminate the mass confusion which existed with each railroad running on its own "standard time." There were some 100 railroad "standard times" prior to 1883—8 different ones in Pittsburgh alone, for example.

In 1918, Congress passed legislation making the railroad time zones official and charged the Interstate Commerce Commission with authority over boundary disputes. The ICC still holds this authority.

During both World Wars, Congress determined that the Nation could not endure the annual time scramble. Year-round daylight saving time—or "war time"—was legislated in order to conserve fuel and electrical energy and to end time confusion during the national emergencies. After the wars, however, the Nation returned to clock juggling.

As the man from Indiana, irate over his community being moved from the central to the eastern time zone told the ICC in a letter: "Confusion bordering on chaos reigns supreme, and anarchy is the mode of the day! By such means do states and nations pass through the gates of the graveyard of history."

With its extensive files bulging with similar protests, and with scads of schemes for ending time confusion, the ICC probably would quickly agree with this quote from act I, scene V, of "Hamlet":

The time is out of joint; O cursed sprite!
That ever I was born to set it right.

NATION'S PRESS DEPLORES TIME SCRAMBLE

Since the Committee for Time Uniformity was formed, and circulated information pointing up the needless confusion and economic waste caused by the current conflicts in time observance, the Nation's press has taken up the issue with great interest.

The committee has collected news stories and editorial comments on the time question from newspapers published in all sections of the country.

A study of the editorials reveals that there is almost universal conviction that action must be taken to eliminate "clock juggling." Nine of each ten editorials emphatically assert that something must be done. Six of each ten flatly declare that the Congress should resolve the growing problem.

Here are some typical excerpts from the editorials:

"The establishment of uniform time standards seems to us an entirely reasonable exercise of Federal power."—Richmond, Va., News Leader, May 8, 1963.

"Congress has an obligation to do something about the time mixup. The more complex society becomes, the greater the need for action in this matter."—Norristown, Pa., Times Herald, May 16, 1963.

"In any event, some sort of national standards should be established. The present mishmash, graphically described as 'clock confusion,' is out of step with the times."—Hanford, Calif., Sentinel, May 6, 1963.

"This newspaper has little relish for Federal interference with local customs. Because of the disrupting influence of time variations on interstate commerce, however, it may be that national time standards are justified. Reluctantly, we agree that if confusion is to be ended, national standards will have to be imposed."—Elkins, W. Va., *Inter-Mountain*, May 8, 1963.

"In many facets of life, uniformity is not desirable, but anything as fundamental as the designation of time lends itself to standardization."—Hartford, Conn., *Times*, May 2, 1963.

"Congress should in the national interest determine whether there should or should not be daylight saving and establish whatever time system it decides on for the Nation as a whole."—Salt Lake City, Utah, *Tribune*, May 1, 1963.

"Ordinarily we would view another sample of Federal regimentation with concern. But time is not a local problem, nor a local prerogative. It is a national matter that affects every part of the country equally and has nothing to do with States' rights."—Toledo, Ohio, *Times*, April 29, 1963.

"The significant development is that more and more people agree that something must be done to end the present bewildering uncertainty over the time of day."—Bellefonte, Ill., *News-Democrat & Advocate*, April 27, 1963.

"The idea of national action to lift the country out of its daylight time confusion is getting up some impressive momentum."—Norfolk, Va., *Ledger-Dispatch & Portsmouth Star*, May 9, 1963.

"Although we aren't fond of federalization we realize that there are areas in which there is no adequate substitute. For example, if every State had its own post office department the resulting chaos can be easily imagined. The confusion over time is one that action by Congress—the duly elected representatives of the people—can settle. This action should be taken right away but certainly no later than for it to be effective next year."—Dothan, Ala., *Eagle*, May 2, 1963.

"Congress has an obligation to do something about the time mixup. The more complex society becomes, the greater the need for action in this matter."—Meridian, Miss., *Star*, May 9, 1963.

"Daylight saving itself is an economic boon, but the hodgepodge of varying observance is an expensive nuisance to the transportation industry, to the broadcasting industry, to financial institutions in their vital contacts with major banking centers, to all interstate communications. Much as we believe in the principle of home rule, this newspaper must agree that commonsense is on the side of those arguing for a uniform time pattern for the Nation."—Louisville, Ky., *Times*, May 4, 1963.

"Uniformity by regions would avert a good many headaches caused by today's haphazard time-shift system."—Corpus Christi, Tex., *Times*, May 7, 1963.

"This is one of those instances where national uniformity might be a good thing. Lacking that, serious consideration ought to be given Senator Magnuson's bill providing for time changes in some certain regions. Uniformity by regions would avert a good many headaches caused by today's haphazard time-shift system."—Norwich, Conn., *Bulletin*, May 2, 1963.

"There are valid arguments, as the frequent protests of farmers attest, against so-called daylight saving time. Whether or not clocks are to be advanced an hour during the summer months probably should depend on regional or State option. But what arguments can be offered against making the shift at the same time throughout a daylight saving zone, and in all such zones? What sensible arguments can there be against greater national time uniformity to get rid of the present mixed-up, confusing system?"—Terre Haute, Ind., *Tribune*, May 9, 1963.

"As much as we dislike the Federal Government's intervention into still another prerogative of the States and local communities, a national policy on computing time probably offers the best method of eliminating the 'clock confusion' that is created every year."—Meadville, Pa., *Tribune*, May 2, 1963.

SUMMARY OF PENDING TIME BILLS

A. The bills supported by the Committee for Time Uniformity

H.R. 6785, introduced by Mr. Staggers; H.R. 7867, introduced by Mr. Macdonald; and H.R. 6481, introduced by former committee member Mr. Harris, are identical bills. They provide essentially that (1) in those States and political subdivisions observing daylight saving time, the uniform switch-over dates of the last Sundays of April and October shall be observed, (2) the Standard Time Act of 1918 be amended to add new time zones, (3) the Interstate Com-

merce Commission shall foster and promote nationwide time uniformity, and (4) the Administrative Procedure Act shall apply to ICC standard time zone boundary proceedings. H.R. 11743, introduced by Mr. Fraser, contains almost identical language.

B. The bill passed by the U.S. Senate in 1965

S. 1404, passed by the Senate on June 3, 1965, is identical with the above-described bills except that it deleted the provision for ICC enforcement in the courts and shortened the language requiring observance by Federal officials.

C. Six similar bills pertaining to daylight saving time switch-over dates

Six identical bills provide that wherever daylight saving time is observed, it shall commence on the last Sunday of April and resume standard time on the last Sunday of October of each year. They are H.R. 3385, introduced by Mr. Karth, of Minnesota; H.R. 6134, introduced by Mr. Fraser, of Minnesota; H.R. 8394, introduced by Mr. Quie, of Minnesota; H.R. 9023, introduced by Mr. Fulton, of Pennsylvania; H.R. 9066, introduced by Mr. Saylor, of Pennsylvania; and H.R. 9152, introduced by Mr. Derwinski, of Illinois.

D. Three bills proposing nationwide standard time

H.R. 2424, introduced by Mr. Gray, of Illinois; H.R. 5055, introduced by Mr. Price, of Illinois; and H.R. 10573, introduced by Mr. Shipley, of Illinois, would make mandatory the nationwide observance of standard time on a year-round basis. They would propose additional standard time zones for Alaska and Hawaii.

E. One bill proposing nationwide daylight saving time

H.R. 76, introduced by Mr. Fulton, of Tennessee, would make mandatory the observance of nationwide daylight saving time between the last Sunday of April and the last Sunday of October of each year. Such observance would be required of State and local governments and interstate commerce but not of Federal Government instrumentalities. It would also propose additional standard time zones for Alaska and Hawaii.

F. Two remaining bills

H.R. 1581, introduced by Mr. Staggers, of West Virginia, and H.R. 7167, introduced by Mr. Harris, contain language not acceptable to the Senate in 1963 or 1965. The objectionable provision was an authorization to the ICC to determine where daylight saving time would be observed each year. Where authorized, it would be in effect between the last Sundays of April and October and mandatory, with penalties, on all Federal, State, and local government officials. New standard time zones for Alaska and Hawaii would also be added.

COMMITTEE FOR TIME UNIFORMITY, WASHINGTON, D.C.

I. EXTENT OF OBSERVANCE IN 1965 OF DAYLIGHT SAVING TIME IN THE UNITED STATES¹

States observing daylight saving time:

Statewide (18):

California	Maine	Pennsylvania
Colorado	Massachusetts	Rhode Island
Connecticut	Nevada	Vermont
Delaware	New Hampshire	Washington
Illinois	New Jersey	West Virginia
Iowa	New York	Wisconsin

Not statewide (18):

Alabama	Michigan	Ohio
Idaho	Minnesota	Oregon
Indiana	Missouri	South Dakota
Kansas	Montana	Tennessee
Kentucky	Nebraska	Utah
Maryland	New Mexico	Virginia

¹ These data were derived from 1965 reports received from State officials and other sources.

States observing daylight saving time "in reverse" (2) :

North Dakota² Texas³

States not observing daylight-saving time (12) :

Alaska	Georgia	North Carolina
Arizona	Hawaii	Oklahoma
Arkansas	Louisiana	South Carolina
Florida	Mississippi	Wyoming

II. EXTENT OF UNIFORMITY IN DAYLIGHT SAVING TIME SWITCHOVER DATES, 1965

A. Switchover from standard to daylight saving time

1. Of the 18 States observing daylight saving time on a statewide basis, all 18 States except Iowa and Nevada switched to daylight saving time on the last Sunday in April.

Iowa in early 1965 enacted a law providing for statewide DST between Memorial Day and Labor Day (in 1965, daylight saving time officially began on Saturday before Memorial day). Various Iowa communities, however, including Fort Madison, Burlington, Keokuk, and Davenport observed "summer hours" or "informal daylight saving time" both prior to and following the official statewide daylight saving time period.

In Nevada, White Pine, and Lincoln Counties observe Pacific daylight time on a year-round basis. The remainder of the State switched to Pacific daylight time on the last Sunday of April.

2. Of the 18 States observing daylight saving time on a nonstatewide basis, only 3 States switched to daylight saving time for the last Sunday in April (Maryland, Michigan, and Nebraska). The other States observed daylight saving time, as follows:

State	Area	DST began
Alabama	Communities in Chambers and Lee Counties and Fort Rucker in Coffee and Dale Counties.	Not available.
Idaho	Communities north of Salmon River	Varying dates.
Indiana	43 Counties	Year round.
	6 counties	Last Sunday in April.
Kansas	Portions of 24 counties	Year round.
	Hamilton and Kearney Counties	Last Sunday in April.
Kentucky	A number of communities in northwestern Kentucky	Varying dates.
Minnesota	All except border municipalities	Fourth Sunday in May.
Missouri	Some 50 communities, including St. Louis	Varying dates.
Montana	Butte and Anaconda Co. and merchants in Anaconda	Memorial Day.
New Mexico	Communities in Quay County	Year round.
	Los Alamos County	Last Sunday in April.
Ohio	Gallipolis, Ohio	May 5, 1965.
Oregon	Portion of Malheur County	Year round.
	Remainder of Oregon in Pacific standard time zone	Last Sunday in April.
South Dakota	Portions of Mellette, Stanley, and Todd Counties, including half of city of Hayes, S.D.	Not available.
Tennessee	A portion of Marion County	Year round.
Utah	Portion of State located in Pacific standard time zone	Monday after Memorial Day.
Virginia	Portions of Virginia other than 10th Election District (adjacent to Washington, D.C.) and 8 counties in southwestern Virginia.	
	Bluefield and Pocahontas, Virginia	4th Sunday in April.

B. Switchover from daylight saving to standard time

1. Of the 18 States observing daylight saving time on a statewide basis, all except Iowa, Nevada, and West Virginia returned to standard time on the last Sunday in October.

Iowa officially resumed standard time, pursuant to State law, on Labor Day, with "summer hours" continuing in some areas until the last Sunday of October.

All of Nevada except White Pine and Lincoln Counties returned to standard time on the last Sunday of October, but these two counties observed Pacific daylight time year-round.

² Although most of the area of North Dakota west and south of the Missouri River is located in the central standard time zone, the communities observe year-round mountain standard time.

³ While the entire State of Texas is located in the central standard time zone, El Paso County, Hudspeth County, and a portion of Culbertson County observe year-round mountain standard time.

In West Virginia, the northern panhandle (Wheeling and points north) and the eastern panhandle (Allegheny, Berkeley, and Jefferson Counties) resumed standard time on the last Sunday of October. The remainder of West Virginia returned to standard time on the last Sunday of September.

2. Of the 18 States observing daylight saving time on a nonstatewide basis, only Michigan resumed standard time on the last Sunday of October. The 17 remaining States returned to standard time on varying dates from August to October, while some areas observe year-round daylight saving time.

C. Trend and summary of daylight saving time observance⁴

In 1964, a total of 19 States observed only local standard time. In 1965, only 12 States fell into this category.

In 1965, a total of 36 States advanced their time by 1 hour on a statewide or nonstatewide basis. This is an increase of five States over 1964.

In 1954, 15 of the 31 States observing daylight saving time used the switchover dates of the last Sundays in April and October. Thirteen of these States observed daylight saving time on a statewide basis.

In 1965, 16 of the 36 States and the District of Columbia observed the switchover dates of the last Sundays in April and October. Fifteen of these States observed daylight saving time on a statewide basis. The 16 States are listed below:

California	Massachusetts	Rhode Island
Colorado	Michigan	Vermont
Connecticut	New Hampshire	Washington
Delaware	New Jersey	Wisconsin
Illinois	New York	
Maine	Pennsylvania	

STATEMENT OF ROBERT E. REDDING, EXECUTIVE DIRECTOR, COMMITTEE FOR TIME UNIFORMITY, AND VICE PRESIDENT AND GENERAL COUNSEL, TRANSPORTATION ASSOCIATION OF AMERICA

Mr. REDDING. I have submitted a statement on behalf of the Transportation Association of America and of the Committee for Time Uniformity as well, which I had intended to present to you to supplement Mr. Ramspeck's remarks. He not being here, I would like to summarize what are, to me, the succinct points that warrant your action as they are stated in my testimony.

First, of course, the TAA board of directors in 1961 approved a policy provision for uniformity of time, whether standard or daylight, and uniformity in the change dates within each time zone.

Mr. FRIEDEL. Without any objection, your full statement will be included in the record.

Mr. REDDING. Thank you, sir.

What I want to emphasize to members of this committee is that first, there is a large number and a wide variety of national interests which have supported uniformity in time legislation at Federal and State levels, having submitted supporting statements at this and three other congressional committee hearings since April of 1963. The Committee for Time Uniformity itself is a voluntary organization of many, many interests that have cooperated together in the last 2 to 3 years, involving 43 nationally known and privately operated institutions and organizations in the transportation, communications, shipping, finance, travel, farming, labor, and other general business fields. Those organizations are identified in an attachment to Mr. Ramspeck's statement.

We have also had the friendly cooperation of 23 governmental units,

⁴ The District of Columbia also observed daylight saving time in 1965 between the last Sunday of April and the last Sunday in October.

Federal, State, and local, including five Cabinet-level departments. So, what I wish to emphasize is that we have had a common agreement of all these interests, governmental and industry, that something needs to be done and the time has arrived to do it.

We know of no organized opposition to these recommendations, Mr. Chairman, and that, of course, is significant in any matter involving legislation. From the very beginning, we endeavored to anticipate where that might develop, and by working with those interests, we are able to state, I believe, that no organized voice will be presented to you in opposition to the objectives which we support.

The third point I feel important is that all echelons of government have participated on this. There is no State's rights claim, to my knowledge, that has been advanced in any quarter on Congress taking action. In fact, the huge volume of clippings and editorials which I have read in the last several years has almost universally urged you, the Congress, to take charge of this problem. However, we are long overdue on a nationwide basis in achieving nationwide time uniformity. I think it is of significance that for many years, the Interstate Commerce Commission had urged governmental review of the time problem. If this legislation is passed, I believe it is the ICC position that there will be no additional cost to the Federal Government for promoting time uniformity, in addition to which it will have the effect of reducing Federal subsidy.

I have in my studies noted an increasing trend across the country among many States toward daylight saving time. Now, if that comes, and if this is going to happen State by State, we should have uniformity, at least, in observing such time.

We think the American public will applaud Federal time uniformity legislation. We brought this problem to the attention of the public through all communications media—press, radio, and television. We think the people are ready.

Finally, we have visualized the Federal role here as one of promoting time uniformity nationally, modernizing the law which Congress enacted in 1918, and then prescribing the common switchover dates for daylight saving time wherever it prevails. But we have simultaneously, Mr. Chairman, worked in individual States to eliminate the frustrating local daylight saving time option, town by town, community by community, and to promote statewide observance of commerce changeover dates.

Last year, in the 13 States in which we worked, we achieved complete or partial success in 11 of them. We have found that they are all interested, due to the many involvements of the national economy, in achieving greater time uniformity.

Recently, those efforts have been bolstered by a uniform State law drafted and now being circulated by the Council of State Governments.

Finally, I have a personal comment, sir, that appears on page 3 of my statement. I term it a personal and collective salute on behalf of the Committee for Time Uniformity to our chairman, Mr. Ramspeck. I wish he were here to hear us say this. He has worked with us this last 2 or 3 years without any personal compensation. He has advanced wise counsel and leadership, and we all say many thanks.

I also make the same comment to the many Government officials, organization representatives, and private citizens who have worked

on this endeavor. I trust that the days of scrambled time will soon be but a memory.

(The complete statement of Mr. Redding follows:)

STATEMENT OF ROBERT E. REDDING ON BEHALF OF THE TRANSPORTATION
ASSOCIATION OF AMERICA AND THE COMMITTEE OF TIME UNIFORMITY

Mr. Chairman and members of the committee, I am Robert E. Redding, residing at 9809 Hillridge Drive, Kensington, Md. I am vice president and general counsel of the Transportation Association of America, a nonprofit organization comprised of a wide membership of users, investors, and airline, freight forwarder, highway, pipeline, railroad, and water carrier interests.

I have also enjoyed the privilege of serving as executive director of the Committee for Time Uniformity since its inception.

I shall take your time only to state the support of TAA for the position just expressed by Mr. Ramspeck and to supplement his statement with a few key points of importance to this hearing.

I

The TAA 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, highway, pipeline, and railroad panels, and not opposed by the other four panels.

Following this action, the TAA staff has devoted considerable time and attention to the implementation of this policy while coordinating the activities of the Committee for Time Uniformity.

II

I would like to emphasize the following considerations which combine to justify favorable committee action:

1. A large number and variety of national interests support time uniformity legislation at Federal and State levels, having submitted supporting statements at this and three other congressional committee hearings since April 1963.

2. Since the formation of the Committee for Time Uniformity we have endeavored to work with every basic economic interest affected by clock chaos. We know of no organized opposition to our recommendations.

3. All echelons of government—Federal, State, and local—have extended helpful cooperation and assistance to us. No States rights claim has, to our knowledge, been advanced from any quarter in opposition to a Federal uniform time bill.

4. For the last 30 years the Interstate Commerce Commission annual reports have urged congressional review of the time problem. Enactment of H.R. 6785 will facilitate the reduction of Federal subsidy without any claimed additional cost for ICC promotion of nationwide time uniformity. Extensive private costs in the annual battle of timetables can be greatly reduced.

5. It has been said that millions march to a different cadence. There appears to be an increasing trend toward daylight saving time throughout the Nation. If it comes, uniform standards should prevail. Truly, Congress has time on its hands.

6. We think the American public will applaud Federal time uniformity legislation, and the sooner the better. This national inconvenience has been widely described in every State by press, radio, and television media. We think the people are ready.

7. We have visualized the Federal role as one of promoting national uniformity, modernizing the national time law, and prescribing common changeover dates for daylight saving time wherever it may prevail. We have simultaneously worked in individual States to eliminate the frustrating local daylight saving time option town by town and to promote State approval of common changeover dates. Last year we made progress in 11 of 13 States. These continuing efforts have now been bolstered by a uniform State time law circulated by the Council of State Governments. We think this Federal-State action pattern is the right answer.

8. Finally, a personal and collective salute on behalf of the Committee for Time Uniformity to our chairman, Mr. Ramspeck. He has served without compensation and has always advanced wise counsel and leadership. We all say "Many thanks." I say the same, "Many thanks," to the many Government officials, organization representatives, and private citizens who have cooperated with us. We trust that the days of scrambled time will soon be but a memory. Thank you for your attention and this privilege to discuss Project Timesaver.

Mr. FRIEDEL. I thank you for a very, very fine statement. Evidently, you did a lot of research work on this.

Mr. REDDING. We worked hard on this, Mr. Chairman. A few additional comments and I shall be finished.

You have before you a statement by Thomas P. Phelan, president of the Pacific Coast Stock Exchange, which is to be submitted for the record in support of our activities. They have been an important part of our Committee for Time Uniformity.

Mr. FRIEDEL. That statement will be included in the record.

(The statement 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 by an even greater percent of the population it extended such compulsory observance to the last Sunday in October so as to conform with eastern and midwestern areas observing such time.

We strongly believe that conformity of time throughout the country would be in the economic interest in all segments of industry and business and adoption of H.R. 6785, H.R. 7867 and H.R. 6481 is strongly recommended.

Mr. REDDING. Thank you, sir.

I have also received a telegram which is also before you from the Honorable Tom Frost. Mr. Frost is a member of the Virginia State Legislature. He has voluntarily and personally taken an interest in this problem, and particularly insofar as his own State is involved. He has come to Washington to testify at least twice before congressional committees concerned with this matter. He would have liked to have been here today. But being unable to do so, he sent me a telegram asking our permission to receive into the record his testimony of last April before the Senate Commerce Committee. That statement is also attached to the telegram and it appears before you.

He has stated, Mr. Chairman, that Governor Godwin of Virginia will not oppose the enactment of the legislation which we support.

Mr. FRIEDEL. Without objection, that statement will also be included in the record.

Mr. REDDING. Thank you.
(The telegram and statement referred to follows:)

[Telegram]

RICHMOND, VA.

ROBERT E. REDDING,
Transportation Association of America,
Washington, D.C.:

Unable to attend rescheduled House Interstate and Foreign Commerce Committee hearing on time uniformity legislation Wednesday, February 2. Request permission of Chairman Staggers to receive into record my testimony on April 26, 1965, before Senate Commerce Committee on similar legislation. Governor Godwin will not oppose enactment of H.R. 6785 or essentially similar legislation.

TOM FROST.

STATEMENT OF HON. THOMAS N. FROST, VIRGINIA STATE LEGISLATOR, BEFORE
SENATE COMMERCE COMMITTEE ON APRIL 26, 1965

Mr. FROST. I will be short, sir. Mr. Chairman, I have spent a lot of time in trying to get a bill through our Virginia State Legislature for uniform time and we were always unsuccessful, one time by one vote.

We realize we have, I am sure, the most confused State in the Union with time with our nine counties in the southwest who are strictly on standard time and, as the gentleman said, if you could put the whole State on standard time, it would really take an act of Congress to get the great Southern State of Virginia on one time.

But, I understand your bill will permit them to remain on standard time. I urge and plead with you to report this bill out and pass it at your very earliest convenience. We are really most anxious in Virginia to have this bill enacted. It is certainly a step in the right direction to having uniform time all over the United States.

I received a letter from the Governor. May I read it? It is just a short letter and I would like to have it included.

Senator MCGEE. Yes.

Mr. FROST (reading).

"Dear Mr. Frost: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

"Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens."

It is signed "Albert S. Harrison, Jr." I would like to put that in the record. Senator MCGEE. Yes; the letter from the Governor will appear in the record. (The letter follows:)

"COMMONWEALTH OF VIRGINIA,
"GOVERNOR'S OFFICE,
"Richmond, April 23, 1965.

"HON. THOMAS N. FROST,
"Warrenton, Va.

"DEAR MR. FROST: I understand you plan to appear before the Senate Commerce Committee in support of S. 1404, which would provide uniform time zones throughout the United States.

"Enactment of such legislation, in my judgment, would be in the best interest of the Nation and I trust that the Congress will act favorably during this session. As you know, the Virginia General Assembly has advocated such an approach, and I am confident that the legislation would meet with the approval of the great majority of our citizens.

"Sincerely yours,

"A. S. HARRISON, Jr."

Mr. FROST. I have nothing else to say, but I do urge the reporting out of this bill.

Mr. REDDING. I have just one final point, sir. As we have endeavored to evaluate the time problems of this Nation, we have realized that it is something more than merely the time that is observed in the individual States. It is a worldwide problem, actually.

Very early in our activities, we consulted with authorities that were familiar with the worldwide situation. You will find attached to Mr. Ramspeck's statement a comment made by one of those top authorities to the effect that the United States is the worst timekeeper in the world. In order to document that, however, and no one had ever really done so, we prevailed upon a gentleman who served many years with the Interstate Commerce Commission as a hearing examiner trying all the time uniformity cases that appeared before that Commission. His name is Thomas Pyne. Mr. Pyne is in the audience this morning. He has given us counsel over many months, now in retired status, and has carefully prepared what we have termed a "worldwide time study." Our thought has been that it is not merely a matter of trying to correct the time problems in this Nation, because it also affects foreign commerce. It affects Canada, and we have been in touch with Canadian authorities.

Therefore, Mr. Chairman, with your permission and because this has never been published—it is merely a 14-page document—we would appreciate it if you would be willing to have that study, which is a current study, included in this record, because we feel it can contribute to further cooperation in the interest of time.

Mr. FRIEDEL. Fourteen pages?

Mr. REDDING. Yes, sir.

Mr. FRIEDEL. Is there any objection?

(No response.)

Mr. FRIEDEL. The statement will be printed in the record.

(The statement referred to follows:)

A WORLDWIDE SURVEY OF TIME OBSERVANCE

(By Thomas E. Pyne)

A. STANDARD TIME OBSERVANCE IN THE WESTERN HEMISPHERE

For over 80 years, since the zone system of time was inaugurated in the United States and Canada by the American railroads on November 18, 1883, the United States has had four time zones (W5 to W8),¹ commonly called the eastern, central, mountain, and Pacific zones. These standards of time received congressional approval in 1918 in the Standard Time Act (15 U.S.C. sec. 261 et seq.), which also adopted a single zone and corresponding standard time (W10) for Alaska. Under this Federal law, which the courts have held governs only the movements of interstate carriers and the other Federal purposes specified in the act, the Interstate Commerce Commission determines what portions of the coterminus territory of the United States are to be embraced in each of the four zones covering that area. Alaska standard time is observed in the central part of the State. Pacific time (W8) and Yukon time (W9) are used in the

¹ Throughout this paper the 24 standards of time encircling the globe will be as follows: The zero zone of Greenwich, "Z"; those east of Greenwich "E", e.g., that of the 15th degree of longitude east from Greenwich, 1 hour faster than Greenwich time "E1", that of the 30th, "E2", etc.; those west of Greenwich "W", e.g., that of the 15th degree of longitude west from Greenwich, 1 hour slower than Greenwich time "W1", that of the 30th, "W2", etc. Eastern time would thus be "W5" time, based on the 75th degree of longitude west from Greenwich, 5 hours (15 degrees of longitude equals 1 hour) slower than Greenwich time. Central time would be "W6" time, 6 hours slower than Greenwich time. Irregular standards in between the 24 regular zone standards will be referred to by fractions; e.g., "W3¼", the time of 52°30' longitude west from Greenwich time; "W3¼", that of 52°15' longitude west, ¾ hours slower than Greenwich time. These designations are sometimes used to refer to the geographic zones in which the particular time is observed.

southeastern part, and Bering time (W11) is observed on the West coast and in the Aleutian Islands. Hawaiian standard time is the same as Alaska standard, (W10). In most States, at least during the winter months, the State and local laws as well as the actual time observance follow the Federal law. However, a number of communities or areas along the time zone boundaries observe the time of the adjacent zone. During the warmer months, however, there are numerous departures from the Federal standards.

It is interesting and informative to examine the time habits of other countries and to observe how they compare with our own time arrangements in the United States, keeping in mind the differences in longitude and latitude, and other geographic and natural differences. Canada has seven zones, including the four zones which extend into the United States (W5 to W8). Canada also has two zones farther east (W3½ and W4), and the Yukon zone (W9), which lies between our Pacific and Alaska zones. Canada does not extend south of the 42° parallel, and most of it is north of 49°, compared with the continental United States north-south limits extending from about 25° to 49°, 21° for Hawaii, and from 55° to 71° for Alaska, all north latitude.

To the south, Mexico is mostly in the central zone (W6). A small area of Mexico along the west coast is in the mountain zone (W7), with the exception of the northern part of lower California, which is in the Pacific zone (W8). Central America is in the central zone (W6), with the exception of Panama, which is in the eastern zone (W5), and British Honduras, which has central time (W6) in the summer but turns the clocks back a half hour to (W6½) for the winter. The nearer islands of the West Indies, such as the Bahamas, Cuba, the Dominican Republic, Haiti, and Jamaica, are all in the eastern zone (W5). A few islands near Venezuela observe time a half hour faster (W4½), while the islands farther east, such as Bermuda, Puerto Rico, Virgin Islands, Leeward and Windward Islands, and Trinidad take Atlantic time (W4).

As to South America, the northwestern part, embracing Colombia, Ecuador, and Peru, as well as the western tip of Brazil and the Galapagos Islands, are in the eastern zone (W5). Chile, stretching southward for almost 3,000 miles along the Pacific coast, is in what we call the Atlantic zone (W4), as are also Bolivia, Paraguay, and most of western Brazil. The entire east coast of South America, eastern Brazil, Uruguay, and Argentina, including Tierra del Fuego, are in the next faster zone (W3). Three countries along the north coast of South America have standards not on an hourly basis: Venezuela uses W4½ time, midway between Eastern time and Atlantic time, British Guiana uses W3¾ time, 15 minutes faster than Atlantic time. Surinam, otherwise known as Netherlands Guiana, uses W3½ time, 30 minutes faster than Atlantic time.

So far as latitude is concerned, Mexico varies from about 32° to 15° north, the West Indies from 27° to 10° north, Central America between 15° and 8° north, and South America from about 12° north to 55° south. Brazil and Argentina, which overlap in the middle, together extend almost the entire distance (5° north to 55° south).

The equator runs through the northern part of South America (Ecuador, Colombia, and northern Brazil). Only the latitudes of southern Brazil and Paraguay, all of Uruguay, and most of Argentina and Chile are the counterparts of those of the United States. Buenos Aires, Argentina, and Santiago, Chile, are about the same distance south of the equator as Los Angeles, Calif., or Atlanta, Ga., are north of the equator. The southern latitudes of Rio de Janeiro in southern Brazil, Puerto Montt in middle Chile, and Punta Arenas in southern Chile correspond roughly with latitudes of Tampico, Mexico, Chicago, Ill., and Edmonton, Canada, respectively, north of the equator.

B. DAYLIGHT SAVING TIME OBSERVANCE IN THE WESTERN HEMISPHERE

In the United States the Federal Standard Time Act makes no provision for daylight saving time. As the result of State or local options under existing laws, however, in the populous States and areas in the northeastern parts of the eastern and central zones, at scattered points in the mountain zone, and throughout most of the Pacific zone, daylight saving time is observed.

Daylight saving time in Canada follows much the same haphazard pattern it does in the United States. In the East, about 2 dozen cities in the Maritime Provinces observe Atlantic daylight time; more than 100 cities in southern Quebec and southeastern Ontario go along with the usual U.S. observance of eastern daylight time and generally for the same 6-month period. British Columbia on the west coast observes Pacific daylight time throughout the Prov-

ince, while Manitoba has provincewide observance of central daylight time, but for only 5 months each year. After observing mountain daylight saving time for a while several cities in the southern half of Saskatchewan shifted to year-round central time.

At the present time there is no daylight saving time in the Provinces of Newfoundland, Saskatchewan, or Alberta, nor in northern Quebec or northern and western Ontario. North of the 60th parallel, during the daylight saving time period, there is enough daylight to satisfy the most prodigal user, so that daylight saving time is not necessary there. Generally the eastern, central, mountain, and Pacific time zones in Canada extend farther west than corresponding zones in the United States.

The only daylight saving time in Mexico is at a few points in the northeast corner, just south of the California border. The only seasonal shift of time in Central America is the half-hour change in British Honduras, but the official position seems to favor the concept that central time is observed except from the second Saturday in October to the second Saturday in February when the clocks are turned back a half hour for this fall and winter period. Cuba, the Bahamas, and a few other islands of the West Indies have daylight saving time for various summer periods. The Dominican Republic observes advanced winter time from the middle of October to about the first of February.

In South America, daylight saving time is confined to Brazil, Uruguay, and Argentina. Since summer in the Southern Hemisphere occurs during winter months in the United States, daylight saving time in these countries is just the reverse; namely, from the middle of October to February or March; consequently, the normal zone relation between the Northern and Southern Hemisphere is completely disrupted. For example, Washington, D.C., and Buenos Aires, Argentina, normally in zones W5 and W4, respectively, both observe daylight saving time during their respective summer, the former from April 26 to October 25 during the 1964 season, and the latter from October 15, 1963, to February 29, 1964. The time differences between the two cities, also in relation to Greenwich time, are shown in the following table:

Time in 1964	Jan. 1- Feb. 29	Feb. 29- Apr. 26	Apr. 26- Oct. 15	Oct. 15-25	Oct. 25- Jan. 1
Greenwich time (noon)	12	12	12	12	12
Washington time (a.m.)	7	7	8	8	7
Buenos Aires time (a.m.)	9	8	8	9	9
Hours, Washington behind Greenwich	5	5	4	4	5
Hours, Buenos Aires behind Greenwich	3	4	4	3	3
Hours, Washington behind Buenos Aires	2	1	0	1	2

Thus, although Washington, D.C., is normally 5 hours slow of Greenwich and 1 hour behind Buenos Aires, which is 4 hours behind Greenwich on January 1 (the middle of summer in the Southern Hemisphere), Buenos Aires is already on daylight saving time and is actually only 3 hours behind Greenwich, and 2 hours ahead of the United States. During March and most of April, when neither city is on daylight saving time, the normal difference of 1 hour applies. In April when Washington is on daylight saving time and Buenos Aires is not, there is no difference in time, and both cities are 4 hours behind Greenwich time. For a short while during October, while Washington is still on the advanced time and Buenos Aires has just started such observance, the latter city again becomes an hour ahead of Washington and only 3 hours behind Greenwich time. Finally, after the Washington daylight saving time period is over, it again becomes 2 hours behind Buenos Aires and 5 hours behind Greenwich time.

C. TIME OBSERVANCE IN THE EASTERN HEMISPHERE

In the Eastern Hemisphere the zero zone, for which the Greenwich meridian is the base, embraces the British Isles, Portugal, and almost all of the western bulge of northern Africa from Morocco to Ghana and from Mauritania to Niger. The next zone (E1, the first zone east of Greenwich) includes all of western Europe from Spain to Yugoslavia and western Poland, and from Italy and Albania to Norway and Sweden; and in Africa it embraces Algeria and the west coast south of the bulge from Dahomey as far south as Angola. The E2

zone, which used to include much of eastern Europe, now is confined to Finland in northern Europe and Bulgaria, Greece, and Rumania in southern Europe. It also embraces Turkey and the other Asian countries at the eastern end of the Mediterranean south of Turkey; and in Africa, Egypt, Libya, Sudan, the Congo Republic, Rhodesia, Nyasaland, and the rest of Africa south of Angola and Tanganyika.

Formerly, the Soviet Union observed daylight saving time on a seasonal basis, but many years ago extended the observance of the advanced standard to the entire year for each of its 11 zones. Thus, the part of that country in eastern Europe, previously in zone E2, is now in zone E3, so that between Finland on the north, to Rumania on the south there is no area observing E2 time. The time zone boundary which extends from the southern border of Finland to the northern border of Rumania (about 900 miles) is between the E1 and E3 zones, representing a time difference of 2 hours. In Africa, zone E3 embraces Ethiopia and other countries in eastern Africa as far south as Tanganyika, including the offshore islands of Zanzibar and Madagascar.

Zone E3 also embraces Iraq and Kuwait in the southwestern Asia and furnishes the time standard for certain of the commercial activities throughout most of the Arabian Peninsula. A few points on the east coast use E4 time. Dhahran and one or two other oil-production centers on the Persian Gulf not only observe that time, but have recently been permitted to advance that standard by summer daylight saving time, so as to enable the industrial workers to avoid the intense heat of the late afternoon. However, the local time observed by native Saudi Arabians differs substantially from the general system of standard time. They observe the Islamic system which follows the ancient Biblical concept under which each day is considered as beginning at sunset. Thus the night precedes the day. What we would call Sunday night the Muslims refer to as Monday night, or more accurately as the eve of Monday. Each evening precisely at sunset local clocks are reset to 12 midnight. As the time of sunset varies, depending on the season and the latitude, from about 5 to 7 o'clock, the start of the Saudi Arabian day varies with the location and the time of the year. Thus, 2 a.m. Arabian time (2 hours after sunset) at a point on the 20th parallel north of the Equator would be 8:40 p.m. in July 8 p.m. in September, and 7:20 p.m. in December, in terms of local sun time as we calculate it. No one could blame a foreigner for getting a little confused if he is told to come calling at 2 or 3 a.m.

In southern Asia most of the countries seem to prefer half hour times—in between the 24 hourly standards based on the time meridians. Iran uses E3½ time; Afghanistan, E4½; West Pakistan, E5; India and Nepal, E½; East Pakistan, E6½; Bhutan and Burma, E6½. Farther east, Thailand, Laos, Cambodia, and the western islands of Indonesia such as Sumatra, Java, and Bali observe E7 time; Malaya and Singapore, E7½; Vietnam, Borneo, the Celebes, and the Philippines E8; and the eastern islands of Indonesia, including the Moluccas and the western half of New Guinea, now called West Irian, E9. Australia has three time zones, the western part is in zone E8, the central part uses 9½ time, and the eastern part, E10, which is also used in the eastern half of New Guinea.

As we have seen, the Soviet Union uses 11 zones E3 to E13, the last of which is the same as Bering time, W11, except that it is a day ahead, because all of Russia is west of the international date line. Thus, when it is 12 noon Sunday in zone W11, it is 12 noon Monday in zone E13. China has five zones, E5 to E9, but they are directly related to the respective time meridians, and are not advanced as are those in the Soviet Union. Zone E6 in China is directly south of E7 in Siberia, E7 in China directly south of E8 in Siberia, and so on. Zone E8 embraces most points on the east coast of China, including Hong Kong and Macao, and also Taiwan (Formosa). Japan, Korea, and the Ryukyu Islands are in the E9 zone.

Various islands in the Atlantic Ocean range from W4 to E1, including Greenland with three zones (W4, W3, and W2), and Iceland W1. Islands in the western Mediterranean, such as Corsica, Sardinia, and Sicily, observe E1 time, and those farther west such as Crete and Cyprus observe E2 time. In the Indian Ocean the islands use various times from E3 to E7, and in the Pacific Ocean the numerous islands are accorded times ranging from E8 to W4, many of them "half hour" times. The zone times of some of the best known from west to east are: Zanzibar and Madagascar, E3; Ceylon, E5½; Christmas Island, E7; the Carolines, spread among E9, E11, and E12; Tasmania and the Marianas, E10; the Kuril Islands and the Solomon Islands, E11; New Zealand, Fiji, Wake,

the Marshall Islands, and the Gilbert Islands, E12; Midway and the Aleutians, W11; and Hawaii and the Society Islands, W10.

With respect to the latitudes of these countries in the Eastern Hemisphere, Europe extends from about 36° to 71° north latitude; Africa from about 37° north to 35° south; Asia from about 78° to 1° north; and Australia from about 11° to 38° south latitude. The band between north latitude 25° to 49°, which roughly represents the south-north boundaries of the United States, would extend on the north across northern France, southern Germany, Czechoslovakia, southern Russia, and northern China. This band would include all of the Mediterranean area, the northern part of Africa, northern Egypt, northern Saudi Arabia, Iraq, Iran, West Pakistan, the northern part of India, and most of China.

Notably the British Islands are not embraced in this band, as they stretch from about 50° to 59° north, corresponding to latitudes stretching from Winnipeg north to Churchill, Canada, almost the entire north-south limits of the Canadian Province of Manitoba. In the summer this means that London, which is in the southern part of England, has days which are up to 2 hours longer than those in Washington, D.C., for example, and in northern Scotland, the difference is as much as 3½ hours. Another thing to be remembered in comparing the time systems of the two countries is that the London (Greenwich) meridian runs through the eastern part of England, and, therefore, practically the entire area is accorded a time faster than "sun time." In western Ireland it is 41 minutes faster. Berlin is even farther north than London.

It is hard to believe that Paris is farther north than Quebec; that Naples is farther north than Denver; that Cairo is as far north as New Orleans; that Dhahran, Saudi Arabia, is farther north than Miami; and that New Delhi is no farther south than Cape Kennedy. It is well to note also that the only substantial areas of the Western Hemisphere which are in the South Temperate Zone are the southern tip of Africa, southern Australia, and New Zealand. None of them extend as far south as South America in the Western Hemisphere, which (Chile and Argentina) reach about 55° south latitude, 20° or 1,500 miles farther south than the Cape of Good Hope at the southern tip of Africa. Furthermore, the total land area in the South Temperate Zone, even with the southern part of South America added, is small compared with the similar area in the North Temperate Zone, including a large part of North America, most of Europe, the greater part of Asia, and the northern part of Africa.

The only country in Africa observing daylight saving time is Egypt (22° to 32° north), and the period is from March 30 to September 30 of each year. It is not known what led to the adoption of daylight saving time in Egypt, but it is a little unusual for a country so far south. In Europe, the British Isles (50° to 59° north), of course, adhere to summer daylight time, and are joined by Norway (58° to 71°) and Poland (49° to 55°), all farther north than the United States. The same observance prevails in Portugal (37° to 42°), in the southeastern corner of the Continent, and Turkey (36° to 42°), in the southwestern corner and mostly in Asia, both comparable in latitude to the United States. For example, Lisbon is on a level with Washington, and Ankara with Philadelphia. Thus, it will be seen that during the daylight saving time period, the British Islands and Portugal, which normally observe Greenwich time, advance their time to the basis observed in Western Europe (E1 time), so that during that period a single time applies from Ireland to Czechoslovakia, from Portugal to Hungary, and from Italy to Sweden, except that Norway already on E1 time moves forward to E2 time in the summer. The periods of daylight saving time differ at both ends between various dates in March or May to September or October.

Very little daylight saving is observed in Asian countries. So far as is definitely known, the practice is confined to Turkey already mentioned, and the neighboring Syria (32° to 36° north), a few points in eastern Saudi Arabia on the Persian Gulf (about 26° north), and the far eastern port areas of Hong Kong and Macao (about 22° north).

D. WIDESPREAD VARIATION IN DAYLIGHT HOURS

The inclusion of the latitudes in the foregoing discussion is to emphasize their importance in arriving at satisfactory time standards, particularly in the matter of daylight saving time arrangements. The effect of latitude on the amount of daylight available in summer may be illustrated by the differences in the length of days at the vernal and autumnal equinoxes, on the one hand, and at the summer solstice, on the other. At the equinoxes in March and September the difference in the length of daylight at the Equator and at 60° is only a few minutes; but

at the summer solstice in June in the Northern Hemisphere and in December in the Southern Hemisphere, the period of daylight at 25° is 1 hour and 36 minutes longer than at the Equator; at 40°, 2 hours and 54 minutes longer; at 50°, 4 hours and 16 minutes longer; at 60°, 6 hours and 46 minutes longer; etc., until above the Arctic Circle (66:30 north latitude) and below the Antarctic Circle (66:30 south latitude) daylight extends for 12 hours longer than at the Equator, or all 24 hours.

To state this phenomenon in another way: At the equinoxes, all of the points on any given meridian, the 75th, for example, have sunrise at about the same time. So, on the equator in Columbia, South America, at 25° near the Bahamas, at 40° in the Philadelphia area, at 50° near Chibougamau, Quebec, and at 60° near the east shore of Hudson Bay, the sun rises on March 20 and September 22 at about the same time. At the summer solstice, however, when it is sunrise at the place in Columbia, South America, where the 75th meridian crosses the equator, sunrise on the 25th parallel occurs at 87° longitude in the Gulf of Mexico about 350 miles south of Pensacola; on the 40th parallel at 96:45° near Beatrice, Nebr.; on the 50th parallel at 107° just southwest of Moose Jaw, Saskatchewan; and on the 60th parallel at 125:45° near the southeast corner of Yukon Territory.

It is this substantial slant of the sun's rays during the summer months that actually led to the adoption of daylight saving time. The original theory was that in the northern latitudes, characterized by short days in winter and correspondingly long days in summer, an effort should be made to utilize to the best advantage the long periods of sunlight available in the summer months. Accordingly, in the summer months the time standard was advanced 1 hour. For such a scheme to succeed, the standard of time, when advanced by an hour, must still bear a reasonable relation to local sun time, and afford adequate daylight for the performance of the usual morning activities. This is not possible in the lower latitudes, where there is not enough difference between the long and short days to result in any substantial benefits. Clearly at or near the equator, where the periods of daylight and darkness are nearly equal the year round, daylight saving time would be pointless.

At 10° latitude, the earliest sunrise in summer is only 23 minutes before 6 a.m. At 20° it is 40 minutes before; at 30°, an hour and 2 minutes before; at 40°, an hour and a half; at 50°, 2 hours and 10 minutes; and at 60°, 3 hours and 25 minutes before 6 a.m. These figures are for the longest days. The average for the usual daylight saving time period of 182 days would be a little more than half the figures shown, and for the higher latitudes sunrise in October would occur after 6 a.m. For example, at latitude 40° the time of sunrise on April 26, 1964, the day many U.S. citizens turned their clocks ahead, was 6:07 a.m. daylight-saving time. This time of sunset ranged up to 5:30 a.m. In the middle of June, and back to 7:20 a.m. on October 24, the last day of daylight saving time. Measured by standard time, sunrise on this parallel ranged from 53 minutes before 6 in April to 90 minutes before 6 in June, and back again to 20 minutes after 6 in October. The average was about 52 minutes before 6 for the entire period.

CONCLUSION

"No wonder the time situation is such a mess," says the reckless cynic, "It is incredible that the world is still using an outmoded system of time, concocted by a bunch of old fogies back in the 1880's." But despite its continual battering, the hourly zone time system is still adhered to throughout most of the world, at least basically. Actually the world time situation is not as bad as one might think, and whatever confusion exists is caused, not by the system itself, but by the failure to adhere to it. This is not to say that there is no room for improvement.

One of the important causes of difficulty is the observance of standards not on 1 of the 24 regular hourly bases, but in between them. Eighteen such irregular standards are in use. While most of them are on the half hour, several are based on odd minutes faster or slower than a regular standard. As a result there are a total of 42 different standards of time known to be in use at present. Many of the countries using the odd standards, however, are small or are islands. Nevertheless, the reduction of the number of these odd times, or their elimination, would surely simplify the time situation.

There is little doubt that the greatest contribution to existing confusion is made by the instability and lack of coordination of much of the time system of the

United States and Canada, due to the mistaken notion that time observance is and should be a matter of only local concern and to the lack of restraint on the part of local officials in the exercise of the power accorded them by default of Federal and State Governments.

In contrast, most of western Europe and a large part of western Africa now observe a single standard of time the year round. This area extends north and south from Sweden to Italy and from Algeria to Angola, embracing about 30 different countries with a total population of over 375 million. In Europe the area extends from Spain to Yugoslavia, a total of over 30 degrees of longitude, equal to a time belt of more than 2 hours. Three other countries, Norway, Poland, and Albania, with a total population of 35 million, also observe this western European time in the winter but shift forward an hour under daylight saving time in the summer. This is more than offset by the fact that the 65 million people in the British Islands and Portugal, who are in the zero zone, also shift forward to Greenwich daylight saving time, the equivalent of western European time. It is remarkable that the French and Germans and even the English and the Irish are able to agree on a common standard of time, a goal which appears unattainable by such good Washington, D.C. neighbors as Alexandria and Richmond, Va., who observe different periods of daylight saving.

In addition to the United States, Canada, and the British Islands, there are only a few countries that observe daylight saving time. The periods differ between the different countries; but are effective nationwide.

One of the principal causes of controversy in time matters is the failure of the participants to give sympathetic consideration to the other side. A New Englander, for example, raised on daylight saving time, cannot fathom the objections of his western or southern friends. The city dweller, who enjoys the benefits from the annual shift in time, sees no logic in the stubborn opposition of farmers. The rural dweller has nothing but contempt for the yearly practice of city folks believed to bring inconvenience and misery to everyone by their yearly clock "hocus-pocus."

An examination of the time zones of the world engenders a sincere respect for the system and the ingenuity of those who some 85 years ago, succeeded in laying the foundation for the present time zones. Despite scientific advances in many fields, no better system has been found or suggested. Greater adherence to the underlying plan should be rewarding. It is destructive to permit two standards to be in effect in any one place at any one time, dependent on such vague demarcations as Federal versus State, interstate versus intrastate, or State versus city. A reasonable relation to sun time is essential. A convenient distribution of available sunshine between morning and afternoon hours for the various communities concerned can only be achieved by cooperation in considering the relevant facts pertaining to the entire zone, and beyond that to the entire country.

No satisfactory time system can ever evolve from a multitude of independent and conflicting actions of many separate communities in widely varying circumstances, each bent on determining the time it wants without regard for the interests of the area as a whole. On the other hand, in the absence of adequate time laws, cooperation between communities, and areas, and States, and regions, is the only way to a better and more stable time system for the United States.

Mr. REDDING. Thank you, Mr. Chairman. I have nothing further.

Mr. FRIEDEL. Mr. Moss, do you have any questions?

Mr. MOSS. Yes, Mr. Chairman, I have a few questions.

Mr. REDDING, I understand your association has as its minimal request establishing three new time zones and uniform dates for changes, is that correct?

Mr. REDDING. Yes, sir.

Mr. MOSS. Do you feel that that goes far enough in achieving time uniformity?

Mr. REDDING. It does not solve the problem completely, Mr. Moss, but we feel that as a practical matter, it is the most that the Congress can expect to do at this time on this problem. We have envisaged that there was a dichotomy here of a Federal role and a State role. I have already summarized the efforts that we are undertaking at State level.

As time has gone on in the last 2 to 3 years, and in consulting with Federal, State, and local officials, it became clear to us, increasingly so, that the Congress should not endeavor to say to any State or local jurisdiction whether or not to observe daylight time. This is a decision to be reached at State and local levels.

While the bills we have before us this morning, which we support, do not assure 100 percent time uniformity, sir, in our judgment, it resolves the first and foremost problem of time confusion, mainly, the switchover dates on daylight time. We are hopeful that our continued efforts at State level will result in having those States which now observe daylight time on a local option basis—will, by their own actions, bring about the daylight saving time on a statewide basis.

Mr. MOSS. Do you think we should pass a bill that continues to respect local option on the matter of daylight time, local option at a level of government below that of the State?

Mr. REDDING. To answer your question, I feel again that were you to write a bill along the lines you describe, you would probably find considerable opposition stemming from State and local governmental levels, contending that it is their decision as to whether they observe daylight time or not. We have worked with officials of State and local governments in this matter. They are identified in Mr. Ramspeck's statement.

Mr. MOSS. Well, I can see that some advantage is achieved through a uniformity of dates. But for the average individual traveling across this Nation, I cannot feel that we have done very much to assist him. I have in mind the many times that I have driven across the United States and one town is on daylight and the other town is on standard, and you find some places where you do not know what time it is. You honestly do not know what time it is.

Mr. REDDING. Very true, sir. In fact, you could envisage the plight of the traveler passing from Iowa into Nebraska. He passes through Council Bluffs, which is on daylight time. Then he crosses the Missouri River and goes through Omaha, which is on standard time. Thus, he drives through two 5 p.m. rush hours. The consternation he suffers is beyond belief.

Mr. MOSS. I have driven in that area. If we are going to do anything, it seems to me that at the very least, we should insist that the States assume the responsibility for standardization of the time within their own boundaries. I do not think we should permit any subdivision less than the State to retain local option.

Mr. REDDING. Yes, sir. I am impressed by your comment, and would simply add what I have already said, that in our cooperation with State officials, we have found them very much interested in doing the type of thing you suggest. This began with the efforts in California, you will recall, to shift from the last Sunday of September to the last Sunday of October. It has been followed in various States by the Governor's proclamation or by State legislative action.

Only a few months ago, in the State of Pennsylvania, where all official business was transacted on eastern standard time, there were nonetheless 600 communities that observed daylight time. Through our efforts and the cooperation of other interests, we succeeded in persuading the State legislature to enact a bill, later signed by the Governor, which provided for statewide daylight-saving time between the

last Sundays of April and October. I would feel that once we pass the type of legislation which is before you, the various States would rather quickly and voluntarily do the type of thing you feel important.

Now, as to the local subdivisions, this, of course, involves all types of pressures at the State level and in the State legislatures. Yet, I would be confident that even they would be amenable to State legislation, as was indicated in Pennsylvania.

Mr. Moss. Of course, I recall the battle in California in 1949 for the enactment of daylight-saving time. I was a member of the State legislature at the time. I think the overwhelming majority of both houses, the membership of both houses in the State legislature, felt that it was a far, far more appropriate area for Federal legislation than for State legislation. We desired uniformity, but we had not the power to achieve it.

I think here the Congress should give very, very careful consideration to the need for uniformity and not merely create uniformity of confusion. Because all we do, in the legislation being supported here, is to start it and end it at the same time. But the confusion across this Nation continues, and there is no power given here to remove it. I think as a minimum, we ought actually to achieve uniformity in this Nation on time.

Mr. REDDING. May I say that 43 organizations that have been a part of this combined effort would applaud that solution if it could be brought about. You realize, of course, that the greatest uniformity we could hope for would occur if we had a nationwide pattern of time observance, no question about it. But as a practical matter—

Mr. Moss. It seems to me we have nationwide standard time. Along about April, we suddenly go into a pattern of chaos on time. Now, we achieved the uniform standard time because of Federal legislation, and I think we need the same solution if we are ever to have uniformity of time during the period of the year when most people do most of their driving.

Mr. REDDING. Thank you for your interest, Mr. Moss. I hope this committee will enact favorable legislation of some sort, certainly.

Mr. FRIEDEL. Mr. Kornegay, do you have any questions?

Mr. KORNEGAY. Mr. Chairman, I have no questions of the witness, but would simply like to make a statement.

Mr. FRIEDEL. First, I would like to make the statement that that 14-page report will not be included in the record at this time. It will be referred to our staff members to look over, and then it may be included in the record later.

Mr. REDDING. Very good; thank you, sir.

Mr. KORNEGAY. Mr. Chairman, I just wanted to say I have no questions of the witness, but I would like to state that I really have no preference as to whether we operate on fast time or slow time, as they say down home. But I do think it is highly desirable that we operate on the same time.

That is all.

Mr. FRIEDEL. Mr. Van Deerlin.

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

In California, we refer to standard time as God's time, not fast time or slow time.

Does the committee on time uniformity regard this legislation as a foot in the door? What is the long-range goal of the committee?

Mr. REDDING. First, the committee is but a temporary body, an ad hoc organization which was created in 1962, when transportation forces came to the Transportation Association of America, with which I am affiliated, and asked that we try to help out generally on solving the problems of time confusion. We created this ad hoc organization to which we refer. It now embraces well over 40 national organizations, as well as over 20 levels of governmental agencies. We did not envisage that we were going to exist perpetually. We have not yet decided how long our operation will continue. Our surveys showed so much confusion in the observance of daylight saving time that, at the very least, it would be a significant improvement to achieve a uniformity in switchover dates on daylight time wherever it prevailed. This was the first and foremost view that was expressed by all cooperating industry interests. Much improvement has occurred since 1962.

Second, we ascertained that the Interstate Commerce Commission was charged with responsibility, back in World War I days, for time regulation, so to speak. The agency was unhappy with this, and for 30 consecutive years, in annual reports to Congress, asked that Congress take an interest in this problem. Consequently, the Committee for Time Uniformity decided that it should support the ICC request that Congress take an interest in this matter. We feel we have now succeeded in this objective.

We felt that to achieve any solution, total or partial, there must be public understanding of not only the problems of time confusion but of all the interests that felt something should be done about it. Therefore, we brought this to the attention of the public.

In summary, our long-range objectives have been, first, the enactment of Federal legislation along the lines we now propose; and second, action in individual States now observing daylight time whereby those observing it on a local option basis would correct it to a statewide basis.

Beyond that, we have no specific objectives.

Mr. VAN DEERLIN. In calling this the only practical solution, you mean it is the only politically possible solution you can think of at this time?

Mr. REDDING. Indeed so. We were concerned, Mr. Van Deerlin, about the problems of endeavoring to seek Federal solution of this whole problem, as to who would observe daylight time, and facing possible opposition from various State and local interests. From the very outset, therefore, we endeavored to minimize and avoid that problem. I have already stated to the subcommittee that to date, and in view of the pattern that we have set, it has not been voiced. Countless editorials across the land have urged Congress to act.

Mr. VAN DEERLIN. Yes, but if you are after time uniformity, as Mr. Moss has pointed out, there will be plenty for the committee still to do if this legislation is passed, will there not?

Mr. REDDING. I would say that if this legislation is passed, you are updating the basic law on this subject by providing for the standard time zones in conformity with present practices. Present practices do not conform to the way the law now reads.

Second, you are saying that the Congress preempts the question of the uniformity of observance of daylight time to the extent of determining when it will be observed.

You are then directing the Interstate Commerce Commission, by the terms of the bills we support, to foster and promote time uniformity throughout the Nation. Presumably, this will mean their cooperation with State and local officials to bring about voluntarily observance of daylight saving time on a uniform basis if such jurisdictions choose to observe daylight time.

As I have read thousands of clippings and conversed and corresponded with so many officials, I see more and more daylight saving time being observed. In 1965, 36 of the 50 States observed daylight saving time; just the year before, only 32. More and more local interests in this land, as we shift into a metropolitan type of civilization, are expressing their interest in daylight saving time.

Therefore, while you, I am sure, would wish to continue to maintain surveillance and supervision of the activities of the Interstate Commerce Commission in this regard, I would not envisage that there would really be any need for additional legislation any time soon.

Mr. VAN DEERLIN. Do you think this would provide the mechanics for achieving uniform time?

Mr. REDDING. It will provide the mechanics for achieving more uniformity—more uniform time than we now have. I am firmly convinced of that. It will not achieve the mechanics of assuring the solution Mr. Moss has in mind. It will not guarantee that every community throughout the land will observe daylight time or standard time. In the material we have presented here today, there are instances of individual cities divided within themselves, half on daylight time and half on standard time. Now, if you cannot even get a community within itself to decide the type of time it wishes to observe, I query whether the Congress could safely step in and legislate on this matter.

Mr. MOSS. Would you yield?

Mr. VAN DEERLIN. I shall be glad to yield.

Mr. MOSS. Of course, this is the point that troubles me. You are asking us here to take a very timid step, not for time uniformity but merely for uniformity of changeover dates, retaining in the local communities full powers to add all the confusion they can dream up to the pattern of time across this Nation. Now, we are going to give here, if the legislation you support is passed, the Interstate Commerce Commission the responsibility of fostering. How is it to foster? What staff has it for fostering? Does it undertake an active lobby role before city councils and State legislatures? I do not think that that fostering is going to be overly productive.

I think that inevitably, as the pressures of an urban society build up, we are going to have more time uniformity. It is wasteful—it is a rather shocking situation that confronts us as we move across this Nation during the spring and the summer and the early fall. But I do not think this legislation is going to remove the need for a bolder step ultimately. I am sorry that you, in your response to Congressman Van Deerlin, indicated your conviction that it would.

Mr. FRIEDEL. May I say, we have other witnesses from out of State. We would like to have this hearing over by noon today. So I wish

the members would try to be brief in their remarks and in the executive session when we study the testimony we can discuss it thoroughly.

Mr. MOSS. Mr. Chairman, in all deference to the chairman, I point out that this witness speaks for a very big part of the American business community and that business directly related to transportation and communications most affected by the problem of time. I think it is necessary that we fully develop any ideas that he may present.

Mr. PICKLE. Will the gentleman yield?

Mr. MOSS. The gentleman from California, Mr. Van Deerlin, has the time.

Mr. FRIEDEL. Mr. Pickle, you are recognized.

Mr. PICKLE. I assume that both gentlemen from California point out that there are certain deficiencies of this bill. I do not know that this is the point to pursue it, but since we are on the subject, whether this is a uniformity of time or just an agreement to shift over a particular time, do you have a recommendation for a better approach than this measure?

Mr. MOSS. Oh, I think I have, and I assure the gentleman that when we start working up legislation, I am going to urge that the minimum we can do is to establish the State as the smallest unit that can set a different time than daylight saving during these months of the late spring, early summer, and early fall.

Mr. PICKLE. What would you do if a State would not enter into an agreement?

Mr. MOSS. I just said I would let the State be the smallest unit. I do not believe that we should retain the authority of towns and cities to set time zones different from those prevailing generally throughout the State.

Mr. PICKLE. Thank you.

Mr. FRIEDEL. I want to thank you, Mr. Redding.

Mr. REDDING. Thank you, gentlemen, for your patience with me.

Mr. PICKLE. I would like to ask one question.

Is it your opinion that the big majority of States would approve this legislation?

Mr. REDDING. Yes; it is. May I simply say, sir, that I acknowledge that there is a responsibility that would devolve on the ICC to "foster and promote." But in my personal opinion with the cooperation that we have received through our efforts, in working with State and local interests, at practically no expense to this industry—this has not been a heavily financed operation at all—they are well aware of the problem. As I indicated, just this last year in the small amount of time we have had to work on this, we have had complete or partial success in the 11 States in which we have had to work. We are working in two States right now. Therefore, I would feel that the State officials, sir, would welcome this legislation. I would venture to predict that they would cooperate readily with the staff of the ICC without any significant staff time or effort.

Mr. PICKLE. Thank you.

That is all, Mr. Chairman.

Mr. FRIEDEL. Thank you very much, Mr. Redding.

Our next witness will be Mr. R. A. Trice, vice president and traffic manager of the Virginia Stage Lines.

Mr. Trice?

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, VA.

Mr. TRICE. Mr. Chairman, members of the committee, I do have a prepared statement which I, in order to save time, would like to put into the record, sir.

Mr. FRIEDEL. With no objection, your full statement will be included in the record.

Mr. TRICE. I would like to make a few comments, if I may. I do appear before you as a representative of an intercity bus industry representing the three major associations, the National Association of Motor Bus Owners, with about 1,000 members, the National Bus Traffic Association, and the National Trailways Bus System, an association of nearly 50 independent carriers.

We take no position with regard to daylight time versus standard time. What we are interested in is uniform time. We print our timetables in what we call local times. In other words, if it is daylight, we print them daylight; if it is standard, we print them standard. But our problem is compounded, is costly to the bus industry in preparing many changes, about three in the spring and three in the fall. The adoption of bill 6785, establishing uniform dates, will eliminate this problem and will enable us to give to the traveling public the time it is in the community when they arrive there.

Just this past spring, with the northeastern section of the country going on daylight time on the last Sunday in April, Minnesota on the fourth Sunday in May, Iowa on Memorial Day, the State of Virginia the week after Memorial Day, which this year was June 6, we found ourselves in an impossible position of actually telling the people what time it is—impossible to prepare schedules every week and get them disseminated to the public.

The same thing occurs again in the fall when we have switchover dates from the Sunday before Labor Day, the Tuesday after Labor Day, the fourth Sunday in September, and the last Sunday in October. So this problem would be eliminated by the adoption of bill 6785 and related legislation.

Thank you, sir.

(The prepared statement of Mr. Trice follows:)

STATEMENT OF R. A. TRICE, VICE PRESIDENT AND TRAFFIC MANAGER, VIRGINIA STAGE LINES, INC., CHARLOTTESVILLE, 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 serves as spokesman for some 1,000 carriers. 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 also a member. Further, the views expressed here are also those of the National Bus Traffic Association which, among numerous other functions,

publishes bus tariffs and assists in coordinating the schedules of connecting bus carriers.

My testimony is directed primarily to H.R. 6785, H.R. 7867 and H.R. 6481. These measures would establish uniform change dates for those areas observing daylight time and would create new standard time zones. The enactment of this type of legislation would constitute an effective remedy for one phase of the chaotic situation which results from the lack of uniform time standards, particularly during the period from the last Sunday in April through the last Sunday in October. As your committee knows, there are two aspects to the problem. One involves the situation in which individual communities or 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. It is the latter situation which would be corrected by enactment of these bills.

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 serves more communities than any other form of public passenger transportation. In the second place, our industry transports about one-sixth more domestic passengers annually than do the railroads and airlines combined. This is due to the fact that almost every community in the Nation and nearly every mile of the main highways are served by buses. The "Official Bus Guide," which is published monthly and contains the time tables of all the principal carriers is approximately the size of the Washington metropolitan area telephone directory and lists about 370,000 daily bus arrivals 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. However, due to the different times that various areas observe advanced time, schedules in some areas have to be reworked and published six times between the last Sunday in April and the last Sunday in October.

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. Many of our carriers report that they print timetables for distribution seven times a year on the average. If uniform change of dates as proposed by these bills were in effect, this could be reduced to two or three times a year.

It is estimated that an additional expense of at least \$250,000 annually is incurred by the bus carriers as a result of this chaotic situation for printing alone. This takes no account of the additional man-hours expended in the scheduling departments of carriers in an attempt to rearrange service; the cost of these operations is undoubtedly several times the mere printing expenses. While it is impossible to attach a precise total price tag to this complex task, it could well amount to \$1 million annually.

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 relatively small areas in relationship to the United States as a whole; however, you will note that these two illustrations are many miles removed from each other. That the matter of time uniformity is a matter the Congress should handle rather than leave to the individual States or local subdivisions is revealed by these two illustrations.

The State of Virginia is bounded by the District of Columbia and the States of Maryland, West Virginia, Kentucky, Tennessee, and North Carolina. On April 25 of last year the District of Columbia, Maryland and West Virginia went on daylight saving time. By law, the States of Kentucky (with some few scattered exceptions), Tennessee and North Carolina remain on standard time the year round. On the Sunday after Memorial Day, by State law, the State of Virginia went on daylight saving time, except that the counties adjacent to the District of Columbia; namely, Fairfax and Arlington, were permitted to go on daylight saving time on April 25. Also, the counties which adjoin Kentucky, Tennessee and North Carolina; namely, Lee, Wise, Dickerson, Buchanan, Scott, Smith, Russell, and Washington, remain on standard time the year round. Then, on the Sunday before Labor Day, that portion of Virginia which observes daylight saving time

reverted to standard time except for the two counties adjacent to the District of Columbia which remained on daylight saving time until the last Sunday in October. In the meantime, the State of West Virginia reverted to standard time on the fourth Sunday in September. To complicate this situation further, the towns of Bluefield and Pocahontas, Va., follow the West Virginia instead of the Virginia pattern.

It is my belief that the State of Virginia, when it passed the bill, fully intended the State to go on daylight saving time from Memorial Day to Labor Day; however, under wording of the bill, the State goes on daylight saving time on the Sunday after Memorial Day, which, last year, meant June 6. Now, what does this mean to a carrier operating in this area? Historically the bus companies in this area have commenced their added summer service, such as service to the beaches and to the mountain resorts, the Friday before Memorial Day. Due to the fact that many areas of the country go on daylight saving time the last Sunday in May, our national guide is issued to become effective on the last Friday in May, which last year was May 28. This meant that a carrier operating in the State of Virginia had to prepare its schedules effective May 28 in the national guide effective that date and, by keying them, advise the public that the schedules shown for the State of Virginia, with the above exceptions, are shown on daylight time, and for the period from May 28 to June 6 (effective date of daylight saving time in Virginia) deduct 1 hour for standard time. The alternative would have been to publish the schedules in the guide effective May 28, showing standard time, and keying them to advise the people in Virginia that the times shown are standard time and 1 hour should be added for daylight time, effective June 6. It is interesting to note that the two major carriers operating in the State of Virginia for the year 1965 elected to show their schedules as stated above with Trailways using the former method and Greyhound using the latter.

Now, let's switch to the Midwest section of the country for our second illustration. Minnesota is one of the States that did not conform to the general daylight saving time dates of the last Sunday in April until the last Sunday in October. Last year several bills were introduced in the Minnesota Legislature to correct the inconsistency, but these measures were narrowly defeated. That meant that, by State law, Minnesota started daylight saving time the fourth Sunday in May and ended it the day after Labor Day. Now, generally this time period is referred to as daylight time from Memorial Day until Labor Day. This is probably the information that was circulated in Iowa. As a result, the Iowa Legislature enacted a bill providing that daylight time would begin May 30 and end the day after Labor Day. It is understood that the intent of the Iowa bill was to make daylight time consistent with Minnesota. Evidently it was forgotten that May had five Sundays that year. Therefore, Minnesota was on daylight time 1 week ahead of Iowa.

As it is impractical for any bus company to change bus schedules on May 23 and again on May 30, most companies that I am familiar with changed from standard to daylight time on May 23, and there was considerable confusion with bus arrival and departure times in Iowa.

Now the two illustrations as outlined above confront carriers with an impossible situation with respect to both local service and through schedules. It is most difficult to give passengers schedules that are not confusing and misleading. It must be borne in mind that the Memorial Day period is one of the periods of heaviest travel in the bus industry.

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 during 1965. In the absence of corrective legislation, the situation in 1966 will be essentially the same as that of last year except for the specific dates involved and the fact that October as well as May has five Sundays. I shall not impose upon the time of the committee by further discussion of this appendix unless it is your desire that I do so. I should, however, like to have it included in the record.

This problem is not limited to short-haul operations such as 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. You can see the problem that an agent in Florida encountered in trying to tell a passenger what time he was scheduled to arrive in Minnesota, Iowa, or Virginia during the period May 23 through June 6 of last year. 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 package express and mail. Here again, the difficulty of connections arises where mail or express 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 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 variation 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, failure of friends and relatives to meet incoming passengers and other frustrations resulting from this situation.

As noted earlier, this statement is limited principally to the urgent need for communities and areas observing advanced time to have uniform change dates. 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 and the National Bus Traffic Association, the other organizations to which I referred earlier and for which I am authorized to speak.

We earnestly request this committee to approve a measure which will meet the need for time uniformity. While the measures to which I have referred admittedly will not solve all of our problems, it is my view as well as that of the Committee for Time Uniformity on which our industry is represented, that it is a very significant step in the right direction. 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 reductions in unnecessary expense to the carriers. I should also note that we do not oppose the amendments to S. 1404, proposed by the Senate Commerce Committee and adopted by the Senate during the last session. I am most appreciative of this opportunity to present our views and I shall be glad to attempt to answer such questions as the chairman and members may have.

APPENDIX A

EXAMPLES REPORTED BY INDIVIDUAL BUS COMPANIES

JEFFERSON TRANSPORTATION COMPANY

Most of the Jefferson Lines' schedules operate in Minnesota, Iowa, and Missouri. We cannot feel justified to make changes on May 23 and again on May 30. We will make the change from standard to daylight on May 23 and for 1 week there will be considerable confusion with bus times in Iowa. This is one of the busiest travel weeks of the spring and we expect that we will lose a number of passengers during that time. Of course, there will be a hardship to the public.

Many of our schedules are governed by connections in Minneapolis and Kansas City. Because Kansas City and points south are not on daylight saving time, most of our through schedules must operate 1 hour later in daylight time areas. One particular schedule makes connections with a local service that we operate. It means the local service must leave 1 hour later. It causes great inconvenience because of 1 hour loss of shopping and business time to people traveling locally into the Twin Cities in the morning and returning in the evening.

Schedules leaving Minneapolis are affected by connections from the west which operate through three states without daylight time. Therefore, the three less populous Western States are causing us to operate important schedules one hour later than normal.

SOUTHERN GREYHOUND LINES

Virginia has eight counties that do not observe daylight saving time in the southwest. The Virginia counties near the District of Columbia area observe daylight saving time with Washington, D.C., on April 25, 1965. The remaining counties in Virginia will observe daylight saving time on June 6, 1965.

An example of how the clock juggling in Virginia affects passengers on our Knoxville-Roanoke-Washington division is shown below:

	Apr. 24	Apr. 25	June 6
Leave Abingdon, Va.....	7:15 a.m., eastern standard time.	7:15 a.m., eastern standard time.	7:15 a.m., eastern standard time.
Arrive Roanoke, Va.....	11:20 a.m., eastern standard time.	11:20 a.m., eastern standard time.	12:20 p.m., eastern daylight time.
Arrive Alexandria, Va.....	7:40 p.m., eastern standard time.	8:40 p.m., eastern daylight time.	8:40 p.m., eastern daylight time.
Arrive Washington, D.C.....	8:03 p.m., eastern standard time.	9:03 p.m., eastern daylight time.	9:03 p.m., eastern daylight time.

The above procedure is reversed when Virginia reverts to standard time.

Southern Greyhound Lines operates a 7:30 a.m. local schedule out of Charleston, W. Va., to Wytheville, Va., and Winston-Salem, N.C. In order to maintain local morning service over this route, it is necessary to operate 1 hour earlier in Virginia and North Carolina effective April 25, 1965, when West Virginia adopts daylight saving time. Then, to add to this confusion, Virginia will go on daylight saving time June 6, 1965, adding 1 hour to the Virginia time resulting in the following:

	Apr. 24	Apr. 25	June 6
Leave Charleston, W. Va.....	7:30 a.m., eastern standard time.	7:30 a.m., eastern daylight time.	7:30 a.m., eastern daylight time.
Leave Beckley, W. Va.....	9:55 a.m., eastern standard time.	9:55 a.m., eastern daylight time.	9:55 a.m., eastern daylight time.
Arrive Wytheville, Va.....	1:25 p.m., eastern standard time.	12:25 p.m., eastern standard time.	1:25 p.m., eastern daylight time.
Arrive Winston-Salem, N.C.....	3:45 p.m., eastern standard time.	2:45 p.m., eastern standard time.	2:45 p.m., eastern standard time.

When Virginia reverts to standard time, an hour is removed from the Virginia time shown. When West Virginia reverts to standard time, an hour is added to the Virginia and North Carolina time on the above schedules.

Southern Greyhound Lines' Parkersburg-Huntington schedules zigzag from West Virginia to Ohio across the State line. On daylight saving time passengers traveling from West Virginia to Ohio arrive at their destination before they left.

Unfortunately, all commuters and shopper schedules cannot be operated at the same time on standard and daylight time. For example, a New York-New Orleans schedule operates local from Lexington, Va., to Roanoke, arriving at Roanoke at 6:55 a.m. Effective with daylight time in Virginia, the schedule will arrive at Roanoke at 7:55 a.m., which only allows 5 minutes for commuters to get to work. To maintain the 6:55 a.m. arrival in Roanoke would result in removing 1 hour from all times from New York to Washington, D.C., and from Bristol, Va., to New Orleans.

GREYHOUND LINES, INC.

Iowa: The city council in Waterloo met last winter and voted in favor of daylight saving time, as did Des Moines, Cedar Rapids, and other key cities. The alderman who first proposed daylight time in Waterloo, it is reported, "thought that the entire United States went back on the first Sunday of October," so his ordinance called for October 4. Most of the State adopted April 26-

October 4 at observance dates. Daven-Dubuque areas, however, already had legislation to conform with Illinois dates and had been observing daylight time for several years. They kept daylight time until October 25. Northern Iowa and the upper Missouri Valley joined Minnesota and went back after Labor Day. As a result of this situation Greyhound Lines and Jefferson Lines went on central standard time schedules September 9 and decided hereafter to publish all schedules in Iowa on central standard time year round.

Indiana: Several years ago the ICC issued an order moving the standard time boundary westward to cover approximately half of the State, instead of passing through railroad water tower stations nearest the Ohio line. (The new ICC boundary is correctly shown in the current Rand McNally atlases.) This placed Indianapolis and State government offices on eastern standard time and many communities began unofficially to observe eastern standard time (or central daylight time, as you will) the year round. This movement has now spread over most of the State and the carriers show time boundaries inconsistent with the ICC boundaries. In the summer the few remaining central standard time areas go on daylight time. The Indiana communities observing unofficial year-round "fast time" have formed into a pattern which the carriers can portray as a zone. Carrier diligence has solved the Indiana problem this year, but last year the carriers did not agree on major cities such as Lafayette and South Bend where interline connections are made.

A few examples of confusion in our area from last year:

- (1) Observed on a street in Indianapolis a few years ago:
"No parking, 7 a.m. to 9 a.m. (e.s.t.); 6 a.m. to 8 a.m. (c.s.t.)"
- (2) Schedule No. 594—Kansas City to Winnipeg:
Kansas City—Omaha (c.s.t. year round).
Council Bluffs—Sioux City (some communities c.d.t. Apr. 26—Oct. 3, others went off Sept. 9).
Jefferson, S. Dak.—Big Stone City, S. Dak. (c.s.t. year round).
Ortonville, Minn.—Moorhead, Minn. (c.d.t. May 31—Sept. 8).
Fargo, N. Dak. (c.s.t. year round).
Moorhead, Minn.—Noyes, Minn. (c.d.t. May 31—Sept. 8).
Emerson, Manitoba—Winnipeg, Manitoba (c.d.t. Apr. 26—Oct. 25).
- (3) Schedule No. 1403—Chicago to Winnipeg:
Chicago (c.d.t. Apr. 26—Oct. 25).
Madison, Wis.—Eau Claire, Wis. (c.d.t. Apr. 26—Sept. 27).
Hudson, Minn.—Moorhead, Minn. (c.d.t. May 31—Sept. 8).
Fargo, N. Dak.—Pembina, N. Dak. (c.s.t. year round).
Noyes, Minn. (c.d.t. May 31—Sept. 8).
Winnipeg, Manitoba (c.d.t. Apr. 26—Oct. 25).
- (4) Schedule No. 451—Detroit to Duluth:
Detroit—Mackinaw City (e.s.t. year round).
St. Ignace—Birch River (unofficial e.s.t. year round).
Powers, Mich.—Iron Mount, Mich. (unofficial c.d.t. Apr. 26—Sept. 27, otherwise c.s.t.).
Spread Eagle—Florence, Wis. (c.d.t. Apr. 26—Sept. 27).
Crystal Falls—Ironwood, Mich. (unofficial c.d.t. Apr. 26—Sept. 27).
Hurley, Wis.—Superior, Wis. (c.d.t. Apr. 26—Sept. 27).
Duluth, Minn. (c.d.t. May 31—Sept. 8).
- (5) Chicago—Louisville schedules—1964 experience:
Chicago—Earl Park, Ind. (c.d.t. Apr. 26—Oct. 25, otherwise c.s.t.).
Fowler, Ind.—Frankfort, Ind. (unofficial e.s.t. year round).
Frankfort, Ind.—Edenburg, Ind. (e.s.t. year round).
Columbus—Crothersville, Ind. (unofficial e.s.t. year round).
Austin, Ind.—Louisville, Ky. (e.s.t. year round).

Mr. FRIEDEL. Thank you, very much.

Mr. Moss, any questions?

Mr. Moss. Yes.

You indicate the problem would be eliminated. I can understand that it would be lessened but I question that it would be eliminated, because with these, I do not know how many thousands of communities across the Nation, each of them having the authority through their governing body to adopt or reject daylight saving time at will—even

if we pass this legislation, they will only have to start it or terminate it on a uniform date. What is to prevent them from adopting a resolution or an ordinance and suddenly covering themselves in on their daylight saving time or out of daylight saving time and again upsetting the preparation of schedules?

Mr. TRICE. Mr. Moss, I did not mean to imply that this would eliminate the problem. It would enable us to publish timetables which would be accurate to the traveling public, provided everyone who was observing daylight saving time would observe the dates recommended here, from the last Sunday in April to the last Sunday in October, which is an impossible situation today.

In other words, the bus industry feels that this will enable us to do a job for the traveling public.

A person leaving Virginia, we could tell him what time he is going to arrive in Iowa if we know that Iowa is on daylight saving time. I could not agree with you more—

Mr. MOSS. This is the point. Do you think we should continue to permit every small town, every city, to set its own time, choosing whether it wants to be under daylight saving or under standard time, or should we at least require the State to exercise that judgment?

Mr. TRICE. Mr. MOSS, I would like to answer you this way: I have just come from testifying before a committee of the Virginia State Legislature. This is a controversial subject there of the rural southwest Virginia areas adjacent to Tennessee and Kentucky against the more populous eastern area of northern Virginia and Norfolk. Talking to one of the State senators there, he said his head was still bloody from battling the southwest Virginia boys in the last legislature and his bill time time would exempt them.

In other words, I do not know why it becomes a political football, but it seems to. It seems like the least we can accomplish.

Mr. MOSS. Is it not too important to the Nation to leave it a local football?

Mr. TRICE. I would agree with that. But let us get something done. We have an impossible situation now.

Mr. MOSS. If we are going to do something, why not do something really worthwhile?

Mr. TRICE. I would agree with that, except I do believe that the bill as proposed here, the one I referred to, will get it started and then let's implement.

Mr. MOSS. Are you going to be satisfied with that timid a start, or do you think we should make a trial of—

Mr. TRICE. If I am not mistaken, if we are able to get this bill through, it will be the first bill on time by Congress since 1918, will it not?

Mr. MOSS. Well, Congress did act in 1918 for a more divided Nation, one where the local pressures were greater and perhaps more normally respected than they are today. We should certainly have the ability to grasp the significance of this problem as that Congress did to grasp the significance of the problem facing it.

Mr. TRICE. I agree with everything you say. I just feel like we do need this uniformity of time changeover so badly that it probably would be difficult to get it done this year with all the other—to go

as far as you are talking about—with all the other important legislation pending before Congress. Maybe this is a compromise.

Mr. MOSS. Would it be worth a try?

Mr. TRICE. I think you could answer that better than I could, sir.

Mr. MOSS. I asked the question, Mr. Chairman, because there seems implicit in the testimony so far a conviction that the Congress, for some reason, would not go beyond the setting of a uniform date for the starting and ending of daylight saving time. This surprises me. I do not know that it is easier to sell the half loaf than the whole. And I have seen nothing to convince me that we are in fact faced with that. I am hopeful that you or others who are testifying here could tell us why they have reached this rather amazing conclusion. We have not tested it in the House. How do we know? Why give up before we start?

Mr. TRICE. I can only say this, that I have, over a period of many years, written to the Virginia Congressmen and Senators, and I know their feeling. I believe the majority of them would not want to go much further than is proposed in this bill. I do not mean to speak for them, but this is based on my conversations with them, sir, in the one State I am from. And this is the feeling I get in the Virginia Legislature.

Mr. MOSS. Maybe some of us would rather hold on to this leverage and not make this compromise until the pressure gets a little more so we can win the battle.

Mr. TRICE. It is a difficult question for me to answer, sir. I have worked on this problem a long, long time.

Mr. FRIEDEL. Mr. Younger?

Mr. YOUNGER. No questions.

Mr. FRIEDEL. Mr. Van Deerlin?

Mr. VAN DEERLIN. Nothing, Mr. Chairman.

Mr. FRIEDEL. Mr. Nelsen?

Mr. NELSEN. No.

Mr. FRIEDEL. Mr. Devine?

Mr. DEVINE. No.

Mr. FRIEDEL. Does anybody have any more questions?

(No response.)

Mr. FRIEDEL. Thank you.

Mr. TRICE. Thank you for the opportunity to be here, sir.

Mr. FRIEDEL. Our next witness is Mr. Lloyd L. Brandt, manager, legislative department, Minneapolis Chamber of Commerce.

Mr. Brandt?

STATEMENT OF LLOYD L. BRANDT, MANAGER, LEGISLATIVE DEPARTMENT, MINNEAPOLIS CHAMBER OF COMMERCE, MINNEAPOLIS, MINN.

Mr. BRANDT. Judging from the number of people from Minnesota here today, and understanding that the State is divided in half by a 1-hour time differential, this problem takes on a little bigger proportion. I am manager of the legislative department of the Minneapolis Chamber of Commerce. I have a prepared statement which in the interest of time, I shall not read.

MR. FRIEDEL. Without objection, your full statement will be included in the record.

MR. BRANDT. Thank you.

My board of directors, by resolution, supports the principle of a national uniform daylight saving time law.

Some of our members find it necessary to change their operating hours to facilitate better connections with suppliers and customers. Attached to my remarks is a copy of a sheet which came to my desk in 1965 announcing the change of trading hours for the Minneapolis Grain Exchange. A change of hours when Chicago went on daylight saving time in April, another change when Minnesota went on in May, another change on September 6 when Minnesota went off and a final change when Chicago went off daylight saving time on November 1.

So there are four changes in operating hours during a period of 6 months.

The State of Minnesota will likely resolve its problem in the next session of the legislature after reapportionment. However, many other State legislatures getting additional urban representation will be facing the same struggle that Minnesota has gone through during the past 8 years, arguing the matter in legislative halls, and finally comprising on daylight saving time dates generally unsatisfactory to everyone.

The proposal you are considering, although it may be somewhat of a compromise, is a reasonable solution. In Minnesota, and I suspect in most other States, the issue of daylight-savings time divides on rural-urban lines. The legislator who has both rural and urban constituents is the man to be pitied.

As a State experiences the migration to the cities, a national phenomenon in our day, it gradually moves from rural dominance to urban dominance. It is during this time of transition that daylight-savings time is an issue in State legislatures. It continues to be an issue until the urban dominance is clearly reflected in legislative numbers. During this period, daylight saving time bills consume time, cause friction, and usually end up in some type of compromise.

I am not going to say more about the problems of the legislature, because we have one of the more articulate members of the State legislature who is here and will be speaking to you. But it has been a problem in the Minnesota State Legislature over the years, it has consumed time, and it is not likely to be resolved.

In most States, the daylight saving time argument is simply a difference in viewpoint between the majority of farm people and the majority of urban dwellers. Speaking for a chamber of commerce, I do not suppose I should be speaking for the farmer, but as a renegade farmer, I know that the farmer does have some problem with daylight saving time. The dairyman, for example, must either shift the milking time of his herd by 1 hour twice during the year or start and end his workday an hour later than normal. The latter solution may not be satisfactory from the standpoint of getting to church, business, or social functions in town in the evening.

The grain-oriented farmer, however, has a problem during the harvest season when his working day is regulated by the sun and its effect on the moisture content of the crop he is harvesting.

I think the significant thing here is that it must be noted that in both instances, the duration of daylight saving time is not a factor.

In other words, if he has a stake in whether the State goes on daylight saving time or not, he has very little stake in how long it goes on fast time. If Minnesota had it for only 2 months during the summer, it would cover the harvest season and the dairyman would need to change his dairy herd schedule twice. Thus, my point that standardization of beginning and ending dates works no hardship on anyone.

Although Minnesota is near the end of this period of daylight saving time argument and confusion, some of our neighboring States are just coming into this period of debate and indecision.

We have gone through this period in Minnesota, are going through it, where the dominant voice which has been rural in the legislative members is becoming urban. All the States all around us, many of the States are going to be going through this in coming years. Passage of this bill will bring immediate order out of chaos which could exist for another 15 years in the upper Midwest.

Gentlemen, we urge favorable action on at least a uniform ending and starting date.

(The prepared statement of Mr. Brandt follows:)

STATEMENT OF LLOYD L. BRANDT, MANAGER, LEGISLATIVE DEPARTMENT,
MINNEAPOLIS CHAMBER OF COMMERCE

The Minneapolis Chamber of Commerce, by resolution of its board of directors, supports the principle of a national uniform daylight saving time law.

Let me tell you a little bit about the situation which prevails in Minnesota—perhaps this can serve as exhibit No. 1 to demonstrate the type of macabre situation that develops without a national law regulating daylight saving time dates.

By State statute, all of Minnesota is on daylight saving time as of the fourth Sunday in May. However, some border communities which lie next to Wisconsin and have a close community of interest with Wisconsin neighbors such as Duluth, Winona, and a group of small eastern border towns, will have set their clocks ahead on the last Sunday in April. Should we follow last year's pattern for a 4-week period in the spring, St. Paul will be on daylight saving time and Minneapolis on standard time. This really creates some interesting situations. When May 22 arrives, the whole State goes on daylight saving time, except some western border communities which will stay on standard time to conform to neighboring communities in the Dakotas. On the first Tuesday following Labor Day, the State returns to standard time. Again, with the exception of the Wisconsin border communities.

As a result of the confusion, for 6 months, all Minnesota clocks will be the same. For the remaining 6 months, various combinations of time can be found in the State, depending upon the month or day it happens to be. In a poll of our membership, 97.4 percent of the members stated a preference for daylight saving time. 93.5 percent asked for uniform dates to coincide with other areas. I suspect this is typical of the people in our metropolitan area. I want to discuss, however, the stake that our people have in a uniform time bill.

I don't need to tell you what type of problems are presented to the transportation companies, radio and TV broadcasters, and others.

These are isolated industries and if only they were affected, it might be a tolerable situation. Such is not the case, the efficiency of every major company is affected. We are a grain, finance, and electronics center and for the most part, our community of interest is with the East. The great majority of long-distance phone calls that originate in the Minneapolis area are with eastern connections. During the period that we are on central standard time and the East is on daylight saving time, our time for telephone contact with eastern offices is effectively reduced to less than 2 hours per day.

Some of our members find it necessary to change their operating hours to facilitate better connections with suppliers and customers.

I attach to my remarks a copy of a sheet (app. A) which came to my desk in 1965 announcing the change of trading hours for the Minneapolis Grain Exchange. A change of hours when Chicago went on daylight saving time in April, another

change when Minnesota went on in May, another change on September 6 when Minnesota went off, and a final change when Chicago went off daylight saving time on November 1.

Gentlemen, we are not usually the first organization to ask for Federal intervention in a local matter. In this case, however, we feel justified in requesting your intervention in what has heretofore been a matter decided by the States. This involves commerce across State lines and it is the problem that cannot, or will not be satisfactorily resolved by the States.

Some of you have perhaps sat in State legislatures. You know the problems presented by this type of matter in a legislature divided between rural and urban members.

Minnesota will likely resolve its problem in the next session of the legislature after reapportionment. However, many other State legislatures getting additional urban representation will be facing the same struggle that Minnesota has gone through during the past 8 years. Arguing the matter in legislative halls and finally compromising on daylight saving time, dates generally unsatisfactory to everyone.

The proposal you are considering, although it may be somewhat of a compromise, is a reasonable solution. In Minnesota, and I suspect in most other States, the issue of daylight saving time divides on rural-urban lines. The legislator who has both rural and urban constituents is the man to be pitied.

As a State experiences the migration to the cities, a national phenomenon in our day, it gradually moves from rural dominance to urban dominance. It is during this time of transition that daylight saving time is an issue in State legislatures. It continues to be an issue until the urban dominance is clearly reflected in legislative numbers. During this period, daylight saving time bills consume time, cause friction and usually end up in some type of compromise. If uniform dates are set by Federal statute, the issue becomes clear cut. It doesn't come up in the legislature until there is reason to believe it can be passed. Once it becomes clear that the aye votes carry, the State has daylight saving time for the legal duration—it is no longer an issue. When the beginning and ending dates can be haggled over, it becomes an issue as soon as some proponents think they have enough strength to get some type of compromise bill, even after it be during this time of transition that daylight saving time is an issue in State legislation, the rural legislator will argue for a shorter time period—hoping for a kind of moral victory. The bills we are talking about here will save days of legislative debate—save industry millions of dollars, avoid years of daylight saving time confusion and accomplish this without creating difficulty or hardship for anyone.

In most States, the daylight saving time argument is simply a difference in viewpoint between the majority of farm people and the majority of urban dwellers. I am a renegade farmer and I know that the farmer does have some problem with daylight saving time—the dairyman must either shift the milking time of his herd by 1 hour twice during the year or start and end his workday an hour later than normal. The latter solution may not be satisfactory from the standpoint of getting to church, business, or social functions in town in the evening. The grain-oriented farmer has a problem during the harvest season when his working day is regulated by the sun and its effect on the moisture content of the crop he is harvesting. Again, if he works by the sun and not the clock, he may find a conflict with evening appointments. It must be noted that in both instances the duration of daylight saving time is not a factor. If Minnesota had it for only 2 months in the midsummer, it would cover his harvest season and the dairyman would need to change his dairy herd schedule twice. Thus, my point that standardization of beginning and ending dates works no additional hardship on anyone. It will still be up to the State legislatures to decide if they want daylight saving time at all.

One additional argument has been raised in our legislative debate on the daylight saving time issue. The possible problem of some schoolchildren having to wait for a bus while it is still dark.

I have attached to my remarks, a chart (app. B) that shows the sunrise time (on daylight saving time) in Minnesota during the period of May through October. Considering that schoolchildren are almost never on a bus more than 45 minutes to 1 hour and that daylight precedes sunrise by at least one-half hour, it can be readily seen that this constitutes no real problem.

Although Minnesota is near the end of this period of daylight saving time argument and confusion, some of our neighboring States are just coming into this period of debate and indecision. Passage of this bill will bring immediate order out of chaos which could exist for another 15 years in the upper Midwest. Gentlemen, we urge favorable action.

APPENDIX A

MINNEAPOLIS GRAIN EXCHANGE 1965 DAYLIGHT SAVING TIME TRADING HOURS

Minneapolis Grain Exchange trading hours beginning April 26, will be 8:30 a.m. to 12:15 p.m., c.s.t., to correspond with Chicago daylight saving time.

Daylight saving in Minnesota begins May 24, and continues through September 6. Trading hours at this exchange beginning Monday, May 24, and ending Friday, September 3, will be 9:30 a.m. to 1:15 p.m., c.d.s.t.

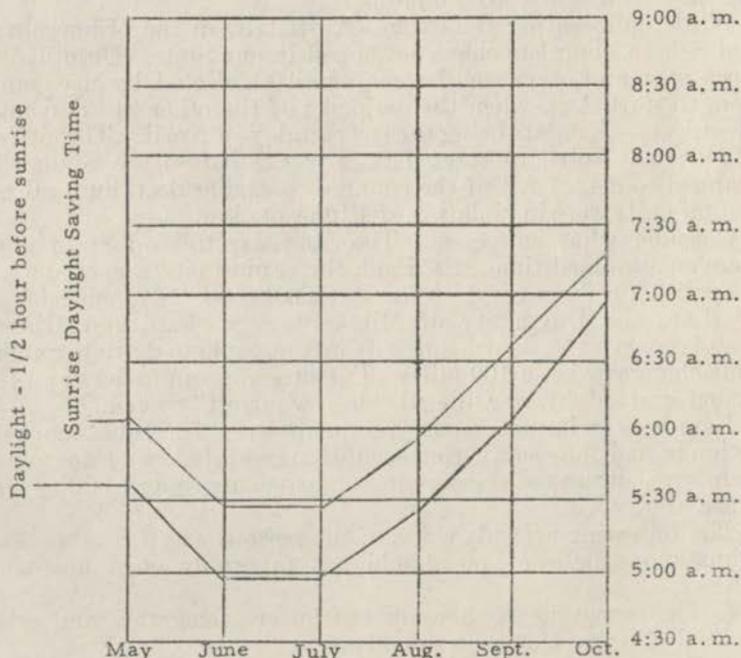
Minnesota daylight saving ends September 6. Therefore trading hours at this exchange beginning Tuesday, September 7, and continuing through October 31 (end of daylight saving in Chicago) will be 8:30 a.m. to 12:15 p.m. c.s.t.

Daylight saving in most cities of the Nation will end October 31. Markets then will revert to regular hours Monday, November 1; i.e., 9:30 a.m. to 1:15 p.m., c.s.t.

SECRETARY'S OFFICE.

APPENDIX B

SUNRISE TIME IN MINNEAPOLIS - U.S. WEATHER BUREAU



NOTE: Schools in Minnesota generally start at 8:20 - 8:45 a.m.
School buses rarely start pickups more than one hour before school starting times.

Prepared by the Minneapolis Chamber of Commerce.

Mr. FRIEDEL. Any questions?
(No response.)

Mr. FRIEDEL. Thank you, very much.

Our next witness will be the Honorable John Tracy Anderson, State representative, St. Paul, Minn.

STATEMENT OF HON. JOHN TRACY ANDERSON, STATE REPRESENTATIVE, MINNESOTA HOUSE OF REPRESENTATIVES, 43D DISTRICT SOUTH, ST. PAUL, MINN.

Mr. ANDERSON. Mr. Chairman, members of the committee, my name is John Tracy Anderson. I am a member of the Minnesota House of Representatives serving the 43d District South, a district entirely within the city limits of St. Paul.

In the last biennial session of the Minnesota Legislature I was an author of a bill which would have extended Minnesota's present 3-month daylight saving time to conform with our neighboring State of Wisconsin. This would, in effect, have given us a 4-month period of d.s.t. While deliberations were being held on my bill, the Wisconsin Legislature extended their d.s.t. to the last Sunday in October. I attempted to amend my bill to conform to Wisconsin's new law—I was not successful. My bill did not pass.

While deliberating the extension of d.s.t. in the Minnesota House and Senate, complete chaos developed in our State. Duluth, Winona, Rochester, and other smaller communities, elected by city council action, to start d.s.t. when the majority of the other States commenced their d.s.t.—that date being the last Sunday in April. The city council of St. Paul voted to start d.s.t. 2 weeks before the State officially changed to d.s.t. All of the changes to earlier d.s.t. by local governmental units were in violation of Minnesota law.

Consider what happened. The State capitol and State employees were on standard time. St. Paul, the capital city was on d.s.t. Minneapolis, our Twin City, was on standard time. St. Paul schools were on d.s.t., the University of Minnesota's St. Paul and Minneapolis campi observed standard time. It was possible to drive through seven time changes within 100 miles. I'm sure you can understand the confusion created by our illegal "do-it-yourself" system.

I am here to impress upon you the need for favorable congressional action to end the chaotic time conditions endured by Minnesotans, and I am sure, citizens of other States endeavoring to do business with our State.

The following are only a few of the reasons why I, and thousands of Minnesotans believe you should act favorably on a uniform d.s.t. bill:

1. The consensus of thousands of letters, telegrams, and calls indicate a desire that Congress should act.
2. We don't want counties and municipalities to be tempted to break the law by exercising illegal local time changes.
3. Our people want to know what time they can expect to hear their radio and television programs. Our radio and television stations should not be forced to bear the burden of additional expenses for more than one program listing.
4. Our people want to know when their buses, their trains, and their planes are expected to leave and arrive. Our public transport carriers should not be forced to publish multitudinous transportation schedules.

5. Our people want to be able to buy and sell and transact other business by telephone and telegraph with a minimum of confusion. We want to conduct business and commerce on an equitable time basis.

6. Our people, and our visitors, want to use and enjoy Minnesota's beautiful spring, summer, and fall climate to the maximum.

7. Our people want us (the legislature) to stop spending valuable legislative time on d.s.t.

8. Minnesotans want an equitable solution to a problem which will eliminate any possible further misunderstanding between rural and urban population groups.

9. For those young Minnesotans in the early grades of elementary schools, our lack of uniform d.s.t. has made it understandably difficult to learn the meaning of time zones and to develop respect for laws such as those governing d.s.t.

10. Last, but not least, Minnesotans come next spring and fall want to know "what time is it?"

Mr. Chairman, I would like to digress now from my prepared remarks and try to answer Mr. Moss' question that he brought up, if I may, relative to taking the whole loaf or going for the whole loaf instead of satisfying ourselves with three-quarters or one-half. We in Minnesota recognize the fact that universal daylight-saving time throughout the whole country would probably be the ideal situation. But Minnesota's problem really is the question of telling time right within the State. This uniform legislation before you now, uniform daylight-saving time bills, would go a long way in getting rid of the confusion that we suffer now in Minnesota.

I thank you, Mr. Chairman, for your indulgence in my remarks and allowing me to appear before you today.

Mr. FRIEDEL. I want to thank you, Mr. Anderson. I think it was very good of you to come here and testify with such a short, precise statement.

Mr. ANDERSON. Thank you.

Mr. NELSEN. Mr. Chairman, I want to thank Mr. Anderson for his statement. I have often wondered why the daylight-saving time changes are made as they are. Why do we not leave the clocks alone nationwide and open up an hour earlier within the States on a voluntary basis? Instead of going through all this problem of making new schedules to fit daylight saving, leave the standard time as it always has been in years past, and then, if we want to open office hours at 8 o'clock in the morning instead of 9, proceed on that basis rather than to go through this business of having such a confusion as you cite so well in your statement. I wonder if that has been given any thought.

Mr. ANDERSON. Mr. Chairman, Mr. Nelsen reflects the rural viewpoint of Minnesota, I believe, in his statement. I can only say that it has been impossible to get everybody to go along to set their factory dates, their office times—not dates, but times—1 hour earlier and there, in effect, accomplish daylight saving. I think it has been a recognized fact throughout the whole country that daylight saving does give a great many people additional opportunities for leisure time to be spent in a more profitable way than it would be if it were darker.

Mr. NELSEN. I may point out, Mr. Anderson, that I have no objection if they wish to open up earlier. But I mean the confusion of changing schedules and the cost of changing schedules as we do—

it seems to me the same opportunity for recreational time would be accomplished by simply setting up a new standard of official opening of office hours for schools or public places, rather than changing schedules and monkeying around with airline schedules, train schedules, you name it. They really have a problem, but I understand that this is not a simple area in which to legislate.

I want also to point out that the statement you made about the various time zones in Minnesota very graphically illustrates the problem that we are faced with. I would agree that this would be a bill to move in the right direction.

I want to thank the gentleman for coming to the snow city in the winter time.

Thank you.

Mr. ANDERSON. Thank you, Mr. Nelsen. Thank you, Mr. Chairman.

Mr. PICKLE. I would like to ask Mr. Anderson his views on this legislation with respect to what he thinks he is going to do. We had an earlier witness who said it was his opinion that the States would support his legislation, or the majority of them, and would have no difficulty in agreeing. Apparently, Minnesota is more than somewhat divided. If this legislation or something similar to it were passed in the Congress, do you think this would be enough to influence your State to agree on it, or would you still have a great division?

Mr. ANDERSON. Our State presently preempts any local area from setting their own time. The State law indicates what time it shall be in standard time, except for when it is daylight time. However, our State law with regard to daylight saving time does not conform with what is recognized as the uniform dates for beginning and ending daylight saving. Our greatest problem is not to be able to tell what time it is going to be in Wisconsin or North and South Dakota, our problem is in the State as to who is on daylight saving or who is not—not so much that, but in comparison with the other States and programs that emanate from other States and transportation schedules that emanate from other States.

Mr. PICKLE. Thank you.

Mr. VAN DEERLIN (presiding). Mr. Gilligan?

Mr. GILLIGAN. No questions, Mr. Chairman.

Mr. VAN DEERLIN. Thank you, Mr. Anderson.

Our Tennessee colleague, Mr. Richard Fulton, is here with a very brief statement.

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

Mr. FULTON. Mr. Chairman, members of the committee, I am appreciative of the opportunity to appear before you once again in support of uniform daylight saving time. It was my privilege, in 1964, to appear before the committee in support of H.R. 76, which is a bill similar to some 15 others which have been introduced. I will not delay the committee members this morning by reading my entire statement. I believe each of you have a copy, so with your permission, I would like to ask that it be inserted in the record.

Mr. VAN DEERLIN. Very good.

(The statement referred to follows:)

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

Mr. Chairman, I would like to begin this morning by expressing my profoundest appreciation for these hearings. As the new chairman you have undertaken the study of the perplexing problem of this Nation's crazy quilt pattern of time observance as one of the first matters you have chosen to bring to the attention of this committee.

To my mind, Mr. Chairman, this priority serves to underscore dramatically the importance of this problem and the urgent need for relief—relief that will bring order out of what is today costly and needless confusion.

Over the years there has been a growing concern over this Nation's time observance problem and an increasing expression of hope and sentiment that the Congress will do something about it under the powers vested to it in the weights and measures clause of the Constitution.

As evidence to support this growing concern I would cite the 16 bills before this committee for consideration this morning. And each year the number grows.

For years the States have wrestled with this problem of time. In the process there has grown in this country a pattern of observance of horse-and-buggy antiquity which is almost beyond comprehension in this age of rockets, jets, and computers.

The States, by their failure to establish any logical pattern of uniformity have led to the assertion that the United States is the " * * * world's worst time-keeper."

I might add that it is indeed fortunate that the time observance regulations established by the States or localities under local option do not extend above them into space. For, if they did, can you imagine our astronauts changing their clocks every few seconds as they fly through the heavens at 18,000 miles an hour?

The chairman of this committee knows full well to what extreme this problem can evolve. In his own State of West Virginia lies that now famous 35-mile stretch of highway between Moundsville, W. Va., and Steubenville, Ohio, where the traveler could actually change his watch seven times to conform to local time observance.

The people of West Virginia, of course, have now eliminated this problem through their legislature.

The point is to be made, however, that there is no law, regulation, or even custom to prevent this same situation arising again not only in—West Virginia as an isolated case but in 48 other States simultaneously.

I say 48 other States because it could not possibly happen in my State of Tennessee for there we have an act of the Tennessee General Assembly which prohibits observance of any time but standard time. Even so, we observe two times in my State, eastern standard and central standard, because that demarcation line runs through the middle-eastern portion of Tennessee.

Mr. Chairman, it is becoming more and more apparent that something must be done to alleviate if not end entirely this annual time confusion. It is my further belief that more and more Americans are turning to this view each year.

Where is daylight time observed?

It is observed from coast to coast; from the northern Canadian border to the Caribbean.

But it is observed without uniformity.

The latest figures in my possession (these figures may be outdated because the State legislatures annually make alteration in State and local observance) show that on the last Sunday of April this year in 25 States clocks will be advanced 1 hour. Later during the spring, clocks will be moved ahead 1 hour in six more States. Then from Labor Day through the last Sunday in October these 31 States, on varying dates, will return to standard time. In the meantime, consider that the lives of over 100 million Americans will have been affected directly while the lives of almost every American will be affected indirectly.

Consider the hundreds of millions of dollars will be lost to American business and commerce through confusion and inconvenience. It is estimated that the reprinting schedules to conform to these time changes cost our Nation's motor-bus operators \$250,000 each year while our railroads estimate these same costs

total over \$1 million for them and our broadcasters estimate that taping costs necessitated by the time change each year are more than \$1.6 million.

Consider also the business that is lost, the contracts not fulfilled or made, agreements never consummated and the immeasurable business which is not transacted because of the lack of uniformity in the observance in time throughout the Nation.

I live in Nashville, Tenn., which is some 500 miles from our eastern seaboard. Yet there is a 2-hour time differential between Nashville and the eastern commercial centers each spring, summer, and fall.

Consider businessman A in Nashville who wishes to conduct business by phone with businessman B in the East.

While A is enjoying his 7:30 coffee in Nashville, B has been on the job 30 minutes if he arrived at his office at 9.

By the time A gets to his office he has an hour to go over his mail and talk with B before B goes to lunch. If A observes a strict 12-to-1 lunch schedule it will still be 3 p.m. B's time before they can talk.

B has now spent 5 hours in his office, only 2 of which have been mutually convenient for business purposes as far as A is concerned.

I believe that this suffices to illustrate my point here.

But I might add that A could conduct business with C in some portions of the neighboring State of Missouri to the west and still lose an hour because portions of that State observe saving time unless there has been a recent change in law there of which I am not aware.

Mr. Chairman, the crux of this problem is uniformity, or rather the lack of it. The States could do the job but have, for varying reasons been unable or unwilling to. In addition there seems little likelihood that they will. Even if they should, under existing conditions with a total lack of any requirement that uniformity be maintained, there is nothing to indicate that uniformity once achieved would prevail.

I appear here today in behalf of H.R. 76 which would provide total and enduring uniformity.

The bill requires that daylight saving time will be observed nationwide 6 months each year commencing the last Sunday in April and ending the last Sunday in October.

A substantial majority of the States, 31 at last count, observe saving time in some form or other.

I firmly believe that the majority of the people of this Nation want daylight saving time if only for the negative reason of having grown weary of the confusion which results from our annual springtime scramble.

Mr. Chairman I would like to close by saying that I will support any measure this committee may report which will lead to uniformity.

In this regard you have before you today the Senate-passed Cotton bill which, while to my thinking is inadequate, is a first step.

However, I would direct your attention to what I believe to be a serious defect in this bill. It has no enforcement clause. The sections which would have permitted sanctions were stricken from the bill.

Passage of any bill without enforcement provisions is an open invitation to flagrant flouting of the law and the will of the Congress.

I urge that any bill reported by this committee contain these enforcement provisions; not stringent but adequate to assure compliance.

I urge even more strongly your favorable consideration of H.R. 76 and close by again offering my profound thanks to you for the privilege of appearing before you today and for your consideration of this most important matter.

Mr. VAN DEERLIN. Mr. Younger?

Mr. YOUNGER. No questions.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. No questions. I am delighted to see the gentleman from Tennessee.

Mr. VAN DEERLIN. Mr. Nelsen?

Mr. NELSEN. No questions.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No questions, thank you.

Mr. VAN DEERLIN. Our next three witnesses are from Washington, D.C.

The first is Mr. Jack M. Slichter.

STATEMENT OF JACK M. SLICHTER, ON BEHALF OF AIR
TRANSPORT ASSOCIATION OF AMERICA

Mr. SLICHTER. Thank you, Mr. Chairman.

My statement is a brief one and I would like, with your permission, to read it.

My name is Jack M. Slichter. I am vice president of the Air Transport Association. On behalf of the scheduled certificated air carriers who make up our association, I should like to comment on a number of bills considered by this committee, all of them relating, in one way or another, to the establishment of uniform time standards.

At the outset I should like to express our appreciation for the opportunity to express our views 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 on 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 and reissue timetables or to include extensive and complicated footnotes each time another community changes over to or from daylight time. 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 which would disturb 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. 6785, H.R. 7867, and H.R. 6481 will achieve such uniformity. While others of the pending bills would accomplish this, we believe these bills would result in 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. We are pleased that these bills recognize this point in establishing standards for the guidance of the Interstate Commerce Commission when it defines 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 and that, of course, is worldwide. We believe that H.R. 6785, H.R. 7867, and H.R. 6481 would leave this undisturbed but we mention our need to use Greenwich time so that our right to do so will be protected 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. None of this, I may add, Mr. Chairman, would concern the public directly. 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 there is no reason for restricting the practice.

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.

Thank you very much, Mr. Chairman.

Mr. VAN DEERLIN. Thank you, Mr. Slichter.

Mr. Younger?

Mr. YOUNGER. No.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. I have no questions.

Mr. VAN DEERLIN. Mr. Devine?

Mr. DEVINE. No questions, thank you.

Mr. VAN DEERLIN. Mr. Gilligan.

Mr. GILLIGAN. Thank you, no, Mr. Chairman.

Mr. VAN DEERLIN. Thank you, Mr. Slichter.

Next is Mr. Carl V. Lyon, assistant general solicitor of the Association of American Railroads.

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS

Mr. LYON. My name is Carl V. Lyon. You have my title and I represent the Association of American Railroads. I would like to have my entire statement submitted for the record and I will give you a very quick statement in behalf of our industry.

No. 1, we support the principle of uniform time. We have for many years and we do not care whether it is standard or whether it is daylight time. All we want is uniformity. For many years, we have been coming before this committee and committees of the Senate exhorting uniformity in time and have not gotten it. This year, we are prepared to support the bills that are now before you even though, as has been pointed out to you, they take only a small step in the right direction.

S. 1404, as passed by the Senate, with the amendments, is acceptable to us. It should be understood as far as we are concerned, at least, that this will not save us a lot of money. It will eliminate a lot of confusion, it will make it much simpler for our employees to deal with the public, and will make it much simpler for the public to deal with us and understand what we are trying to do.

I think that the provision in the bill for having the Interstate Commerce Commission promote uniformity in the time around the country is a sound one. I think that they will be able to make some progress and I hope that the committee will leave this provision in the bill.

In so far as penalties and enforcement are concerned, the railroad industry is like every other industry. If we are going to have penalties and enforcement as mentioned by previous witnesses, then they should be applicable to all, and not just to the railroad industry.

So long as any decision is left to the State and local communities as to whether they will go on daylight saving time the railroad industry will have to stay on standard time. The law at the present time requires us to be on standard time. Even if this requirement were to be eliminated, unless there is a wide takeover by the Federal Government in this field, we would continue to operate our trains on standard time.

The State as a minimum size, referring to Mr. Moss's comment, I think would be quite good. But I would not want to see these bills saddled with an albatross that would cause nothing to be done simply to go for something that would be better. I do not know whether it can be achieved, but I think the committee should bear this in mind.

In summary, Mr. Chairman, we do support, as members of the Committee for Time Uniformity, the bills that were prepared initially by the Committee for Time Uniformity. We also support the amendments made by the Senate to S. 1404. We think that this is a good step in the right direction.

Thank you.

(The prepared statement of Mr. Lyon follows:)

STATEMENT OF CARL V. LYON, ASSISTANT GENERAL SOLICITOR, ASSOCIATION OF AMERICAN RAILROADS

My name is Carl V. Lyon. I am Assistant General Solicitor of the Association of American Railroads (AAR), with headquarters in Washington, D.C. The AAR is a voluntary, nonprofit organization. Its membership comprises railroads that operate 96 percent of the total mileage of all railroads (excluding switching and terminal companies) in the United States and have operating revenues approximating 98 percent of the total operating revenues of all the railroads in the United States.

My appearance here today is to express the views of the association and its members in support of H.R. 6785 and S. 1404, "to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes." S. 1404 in the form passed by the Senate is identical with H.R. 6785, and three other House bills (H.R. 6481, H.R. 7867, and H.R. 11743) except for two amendments adopted by the Senate. We support the Senate amendments.

For many years the railroad industry has supported efforts to establish greater uniformity in the observance of time within standard time zones throughout the United States. The Interstate Commerce Commission has repeatedly recommended to the Congress that legislation be enacted to accomplish this purpose. Over the years bills of every conceivable form and type have been introduced in an effort to obtain this result. The railroad industry has consistently approved the principle of uniform time observance within established time zones and has specifically declined to express a preference either for daylight saving time or against it. We adhere to that principle now.

Section 2 of the Standard Time Act of 1918 (15 U.S.C.A. sec. 262) requires that the operations of railroads be governed by standard time. In ever increasingly large numbers the communities served by the railroads have adopted daylight saving time during a portion of the year. The adoption of daylight saving time in some areas is statewide. In others the option is left with individual communities to adopt the standard of their choice. While the prevailing dates of observance are from the last Sunday in April until the last Sunday in October there are numerous variations both as to commencement dates and expiration dates. All of these practices require adjustments in railroad schedules and methods of operations with consequent inconvenience, confusion, and expense.

Neither S. 1404 nor H.R. 6785 would solve all of these problems. But they would help—particularly in the elimination of some of the unnecessary confusion and inconvenience. They embody a reasonable and realistic first step in the right direction and hopefully will pave the way for the adoption of greater uniformity in the future.

The adverse impact of existing time practices is felt in inconvenience and frustration to the public, in hardship and perplexity to railroad employees, and in general economic waste. It creates problems for managing and conducting freight operations as well as passenger services.

Perhaps the most serious of these difficulties is that which affects the public and the relations of the railroad industry with the public. In today's competitive transportation world, it is of vital importance to maintain a favorable relationship with business patrons. Unquestionably when the many and varying time changes are made in the spring and early summer each year and continuing until late fall numbers of travelers become upset and disgruntled at the maze of time disarray which confronts them in dealing with long-distance public transportation agencies. Unfortunately, much of the annoyance and disgruntlement is directed against the carrier and its employee who have no choice but to do their best to make sense out of confusion which is not of their own making and which is beyond their power to change.

Attachment A to this statement is a copy of pages 18 and 19 excerpted from the August 1965 issue of the Official Guide of the Railways of the United States. These pages attempt to list the States, cities, and towns observing daylight saving time during last year and the periods in which such time was in effect. They illustrate the variety of times being observed. Each year it is a challenge for the railroad employee to familiarize himself with, and master, the many nuisances inherent in the lack of time uniformity which prevails throughout the country. Challenging as this yearly task is, it is a small matter compared to the burden of unraveling the complexities in an understandable way for the occasional traveler.

Related to this is the major problem of maintaining and operating a sensible scheduling program which will be understandable to the employee and explainable to the patron, and more importantly meet the demands of commerce.

Because parts of the country maintain the same standard of time year round and other parts change to daylight saving time for various periods of the year, the problem of scheduling trains to meet the needs and demands of the public and of the marketplace becomes most troublesome. This occurs, for example, in providing service from the South to the North. Most States and communities in the southern part of the United States continue to observe standard time. Most States and communities in the northeastern part change over to daylight saving time each year. To meet the needs of the northern communities schedules must be changed. In some cases this has made it impossible or impractical to entirely maintain some important through train connections. An example from last summer is the Silver Meteor, which arrives in Washington, D.C. at 6 a.m., eastern standard time, from Miami and intermediate southern points. From the last Sunday in October to the last Sunday in April this important train makes connections with the Pennsylvania Railroad's Pittsburgh and Buffalo trains which, during the observance of standard time in the East, depart from Washington, D.C. at 7 a.m., eastern standard time. During the summer months, however, the Pittsburgh and Buffalo trains, in order to meet the needs of those communities, depart at 7 a.m., daylight saving time which is actually 6 a.m. eastern standard time or about an hour before the Silver Meteor arrives in Washington, D.C. A similar problem existed at the St. Louis gateway. Most of the southwestern part of the country observes standard time throughout the year. Trains serving the area reflect that fact and eastbound trains arriving at St. Louis are scheduled on standard time. In order to protect and meet these schedules Pennsylvania eastbound trains Nos. 4 and 30 continue to leave St. Louis on standard time but as a result arrive in New York City 1 hour later than the preferable schedule time.

In terms of economic waste the adoption by the Congress of H.R. 6785 or S. 1404 would accomplish very little at the outset insofar as the railroad industry is concerned. It would, however, eliminate at once a considerable amount of confusion and perplexity among employees and members of the public which results from the varying effective dates of daylight saving time observance. If the Interstate Commerce Commission is successful in promoting uniform time observance throughout each standard time zone, as the two bills would direct, there could be elimination of substantial economic waste. But unless or until such success is attained most of the additional and unnecessary costs which accrue to the industry would still have to be met. These costs stem principally from the necessity twice each year of reprinting both employee and public timetables. We are hopeful that enactment of either of these two bills would stimulate and hasten the adoption of greater uniformity throughout the country on a much broader scale. It is hoped that this initial step will demonstrate the wisdom of

greater uniformity by Federal action in this regard and that greater advances toward a sane time policy will follow shortly thereafter.

When uniform time bills were being considered during 1963 and 1964 some review was made on the Pennsylvania Railroad to estimate what costs might be saved in the event time uniformity were to become a reality.

On the eastern region of the Pennsylvania Railroad alone, it was estimated that the changeover required the revising of 202 schedule pages of the employee timetable and numerous other revisions on 200 additional pages where time is specified in general operating rules. For the revisions incident to the adoption of 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 expense, approximate \$50,000. There are two other regions on the Pennsylvania that issue similar employee timetables, and for all three regions the cost to the Pennsylvania approximates \$300,000 each year. While adoption of H.R. 6785 or S. 1404 would not eliminate these expenditures the accomplishment of our long-range goal of uniform time observance within established time zones (with respect to which such legislation would be the first step) would make it possible 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 \$150,000 savings related to the employee timetable, the ultimate accomplishment of the goal would enable the Pennsylvania Railroad to save approximately \$60,000 annually in the printing and distribution of public schedules. Because of the underlying consideration, work, and activity involved in resolving the complex freight and passenger schedule changes the total unnecessary outlay was estimated to easily reach \$250,000 per year on the Pennsylvania and could exceed \$2 million per year for the entire railroad industry.

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 attachment B, hereto, entitled "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.

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. 2424, H.R. 5055, and H.R. 10573) would result in the maximum uniformity and would result in the greatest economic benefits for the railroad industry. Practically all of the unnecessary expense and confusion described herein would be eliminated by enactment of such legislation. Likewise, the large bulk of railroad problems in this regard would be solved by enactment of H.R. 76 which would place the entire Nation on daylight saving time and require its observance from the last Sunday in April to the last Sunday in October of each year. We support these proposals and would welcome their approval.

However, in recognition of the strong broad based support that exists for the proposals embodied in H.R. 6785 and S. 1404 and the need for some positive action on this subject we specifically and respectfully urge that H.R. 6785 or S. 1404 be approved by this committee and enacted.

There is no question that substantial confusion and economic waste result from our present time observance laws and practices. As transportation and communication systems are constantly improved, the need for a concomitant improvement in such an ordinary and basic function as time observance will become more necessary rather than less. The proposals embodied in these two bills represent a minimal and reasonable first step in the right direction.

[Attachment A]

LIST OF CITIES AND TOWNS OBSERVING DAYLIGHT SAVING TIME

CANADA

As listed below from April 25 to October 31, except as noted.

British Columbia: Entire Province from April 25 to October 31.

Manitoba: Entire Province from April 25 to September 12.

New Brunswick: Entire Province from April 25 to October 31.

Newfoundland: Entire Province from April 25 to October 31.

Prince Edward Island: Entire Province from April 25 to October 31.

Amherst, N.S.	Joliette, Que.	Quebec, Que.
Arnprior, Ont.	Jonquiere, Que.	
Arvida, Que.		Renfrew, Ont.
Asbestos, Que.	Kentville, N.S.	Repentigny, Que.
Aurora, Ont.	Kenora, Ont.	Richmond Hill, Ont.
	Kincardine, Ont.	Rimouski, Que.
Beamsville, Ont.	Kingston, Ont.	Riviere du Loup, Que.
Belleville, Ont.	Kirkland Lake, Ont.	
Brantford, Ont.	Kitchener, Ont.	St. Catharines, Ont.
Brockville, Ont.		St. Hyacinthe, Que.
Burlington, Ont.	Lachute, Que.	St. Jean, Que.
	La Tuque, Que.	St. Jerome, Que.
Campbellford, Ont.	Leaside, Ont.	St. Raymond, Que.
Chatham, Ont.	Lennoxville, Que.	St. Thomas, Ont.
Coaticook, Que.	Lindsay, Ont.	Sault Ste. Marie, Ont.
Cobalt, Ont.	Liverpool, N.S.	
Coburg, Ont.	London, Ont.	Sherbrooke, Que.
Cooksville, Ont.	Loretteville, Que.	Smiths Falls, Ont.
Cornwall, Ont.		Southampton, Ont.
Cowansville, Que.	Magog, Que.	Stratford, Ont.
	Markham, Ont.	Streetsville, Ont.
Digby, N.S.	Midland, Ont.	Sudbury, Ont.
Dolbeau, Que.	Mont Joli, Que.	Sydney, N.S.
Drummondville, Que.	Montreal, Que.	
		Thetford Mines, Que.
Etobicoke, Ont.	Napanee, Ont.	Tillsonburg, Ont.
	Niagara Falls, Ont.	Timmins, Ont.
Farnham, Que.	Niagara-on-the-Lake, Ont.	Toronto, Ont.
Fort Erie, Ont.	North Bay, Ont.	Trenton, Ont.
		Trois Rivières, Que.
Galt, Ont.	Oakville, Ont.	
Gananoque, Ont.	Orangeville, Ont.	Victoriaville, Que.
Goderich, Ont.	Orillia, Ont.	
Granby, Que.	Oshawa, Ont.	Waterloo, Ont.
Grimsby, Ont.	Ottawa, Ont.	Welland, Ont.
Guelph, Ont.	Owen Sound, Ont.	Weston, Ont.
		Whitby, Ont.
Halifax, N.S.	Paris, Ont.	Windsor, N.S.
Hamilton, Ont.	Pembroke, Ont.	Woodbridge, Ont.
Hawkesbury, Ont.	Penetanguishene, Ont.	Woodstock, Ont.
Hull, Que.	Peterborough, Ont.	
Huntsville, Ont.	Pictou, N.S.	Yarmouth, N.S.
	Port Hope, Ont.	
Ingersoll, Ont.	Prescott, Ont.	

UNITED STATES

The States as listed below (plus the District of Columbia) observe daylight saving time from April 25 to October 31 (except as noted).

California	Maine	Oregon
Colorado	Maryland	Pennsylvania
Connecticut	Massachusetts	Rhode Island
Delaware	Minnesota (May 23 to	Vermont
District of Columbia	September 7)	Washington
Illinois	Nevada	West Virginia (April 25
Indiana	New Hampshire	to September 25)
Iowa (May 30 to Septem-	New Jersey	Wisconsin
ber 6)	New York	

States not listed above and some of the areas within such States begin and terminate daylight saving time on various dates as indicated below.

Idaho

By local option as listed below from April 25 to October 31.

Bonnors Ferry	Coeur d'Alene	Moscow	Sandpoint
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Michigan

Dickinson County, except Breen, Felch, and West Branch from April 25 to October 31.

Ironwood by local option April 25 to October 31.

Missouri

As listed below from April 25 to October 31, except as noted.

Alexandria (to September 5)	Monroe City (to September 5)
Annada (to October 3)	Moscow (April 30 to October 31)
Bourbon	O'Fallon
Cape Girardeau (to October 24)	Old Monroe
Clarksville (to October 3)	Orchard Farm
Crystal City	Pacific
De Soto	Palmyra (to September 5)
East Prairie	Poplar Bluff
Ellsberry	Quincy
Ewing (May 7 to September 5)	St. Charles
Festus	St. Clair
Foristell	St. Louis; suburbs and County of St.
Gilmore	Louis
Hannibal (to September 12)	St. Peters
Hawk Point	Troy (April 30 to October 31)
Herman	Truesdale
Illmo	Warrenton
Kahoka (May 23 to September 4)	Wayland (to September 5)
La Belle (May 23 to August 22)	Wentzville
La Grange (to September 26)	West Alton
Lewistown (May 22 to August 28)	Winfield
Louisiana	Wright City
Memphis (to September 5)	

Montana

Butte May 31 to September 1.

New Mexico

Los Alamos County from April 25 to September 26.

Ohio

All cities and towns on the Erie Lackawanna RR. will observe "daylight saving" time, except cities Ashland, Galion, Kenton, Lima, Mansfield, Marion, and Ohio City. All cities and towns on the Pennsylvania RR. are on "daylight saving" time with the exception of Ada, Bucyrus, Cincinnati, Columbus, Coshocton, Crestline, Dayton, Dennison, Hamilton, Lima, Mansfield, Newark, Norwood, Upper Sandusky, Van Wert, and Xenia.

"Daylight saving" time with various termination dates begins at the north, just west of Vermilion on Lake Erie and then runs south and eastward, west of Wellington, east of Ashland, south of Wooster, and then southeastward, crossing the northern part of Tuscarawas County, north of New Philadelphia, and then south along the west boundaries of Harrison, Belmont, and Monroe Counties and then includes Washington County to a point just west of Belpre on the Ohio River. It then skips to the west of Athalia, Proctorville, and Chesapeake in the southeastern part of Lawrence County.

Virginia

Arlington and Fairfax Counties and the cities of Alexandria, Fairfax, and Falls Church observe "daylight saving" time from April 25 to October 31.

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 from June 6 to September 5.

Daylight Saving Time

During World War I, what has since become known as "daylight saving" time was established by act of Congress as a war measure. This act provided that between the last Sunday in March and the last Sunday in October of each year, the standard time of each zone be advanced 1 hour; this provision was repealed after the close of the war.

On February 10, 1942, under a bill to promote the national security and defense by establishing "daylight saving" time, the standard time of each zone in the United States was advanced 1 hour; the bill provided for termination of the act 6 months after the war's end or at such earlier date as Congress might designate. "Daylight saving" time was terminated in the United States by act of Congress September 30, 1945.

The current revision of "daylight saving" time, is limited to a few months each year, and is adopted either by State action or local option by some cities and towns.

For public guidance, a list of States and some cities and towns observing "daylight saving" time is shown each year in summer month issues of the "Official Guide of the Railways." Reprints of these pages are available at nominal cost.

A great lack of uniformity in time has arisen under past legislation whereby clocks were advanced 1 hour in some localities but not in others. This has led to introduction of bill S. 1404, now in the Senate, which would allow communities to choose whether or not they wish to observe daylight time and would set the period from the last Sunday of April to the last Sunday in October for all those observing such time.

[Attachment B]

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 traveling 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 engine men, involved in working on standard time and using daylight time at home.
- (j) Reduced communication time between stations on the same property.

Mr. VAN DEERLIN. Thank you.
Mr. Younger?

Mr. YOUNGER. No questions.

Mr. VAN DEERLIN. Mr. Pickle?

Mr. PICKLE. I think the gentleman made a fine statement of great importance.

Mr. LYON. Thank you, sir.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No.

Mr. VAN DEERLIN. The final witness, Brig. Gen. Joseph P. Adams, retired but not retiring, who represents the Association of Local Transport Airlines.

STATEMENT OF BRIG. GEN. JOSEPH P. ADAMS, ASSOCIATION OF LOCAL TRANSPORT AIRLINES

General ADAMS. Chairman Van Deerlin, distinguished members of the House Interstate and Foreign Commerce Committee, in the absence of a prepared statement, my name is Joseph P. Adams and I appear before you as executive director and general counsel of the Association of Local Transport Airlines. We appear to support legislation which will lead to uniformity in time conversion. I will leave you with only two additional thoughts, other than those previously expressed by the witnesses which preceded me.

One is that about 2 years ago, in preparing for testimony on similar legislation, the association took a poll of its membership. We focused in this poll on the additional costs of having to prepare three timetables instead of one additional timetable in the spring and in the fall of the year. To the best of our ability, in analyzing this poll, we came up with the figure of approximately \$150,000 to \$200,000 additional cost for these short-haul carriers in the additional schedules required under the present situation.

However, I would like to rise above monetary considerations, even as significant as these might be to these carriers, and say that the principal beneficiaries of the proposed legislation are the traveling public, not the member carriers of this association. Again, in this same poll of our industry that we took, we found that the incidents of no-shows that developed during this 6-week period, when daylight time is being changed or accepted on three different dates, the incidence of no-shows rises appreciably.

Now, of course, the most perishable thing in the world is an airline seat. When the door is closed, the value of that seat is lost for all time. With these increases in these no-shows, and it is quite a perceptible increase, during the spring of the year and the fall, it may well be related into several hundreds of thousands of dollars of lost traffic. Of course, that comes about by the fact that even though the carriers do put out three timetables, the fact that these timetables are put out seriatim, the public is left not knowing in some cases when to appear at the airport, and for that reason, the no-shows increase.

So I leave you only with the thought that basically, this legislation is in the public interest and it is the traveling public that are the true beneficiaries and not the carriers that I am representing in this case for the Association of Local Transport Airlines.

We sincerely appreciate the time you are giving to this and we trust that you will look favorably on the legislation now before you.

Thank you.

Mr. VAN DEERLIN. General, that is a very fine statement.

Mr. Younger?

Mr. YOUNGER. Only to compliment the general.

General ADAMS. Thank you, Congressman Younger.

Mr. PICKLE. I have no questions.

Mr. VAN DEERLIN. Mr. Gilligan?

Mr. GILLIGAN. No.

Mr. VAN DEERLIN. Thank you, General Adams.

We have for the record a letter from R. J. Riddick, executive secretary of the Freight Forwarders Institute, and a statement by Carroll P. Burks, president of the American Short Line Railroad Association. (The letter and statement referred to follow:)

FREIGHT FORWARDERS INSTITUTE,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.

DEAR CHAIRMAN STAGGERS: Last year when the Senate Interstate and Foreign Commerce Committee was considering S. 1404, proposed legislation to facilitate greater uniformity of time observance, our institute advised the Honorable Warren G. Magnuson, chairman of that committee, that we endorsed S. 1404.

The members of the Freight Forwarders Institute have approved a policy supporting the principles of S. 1404 and likewise would like to go on record before your committee endorsing bills H.R. 6785, H.R. 7867, and H.R. 6481.

As common carriers our members face the same problems as other common carriers caused by the varying time standards throughout the United States, and are of the opinion that time uniformity will remove some of these obstacles. It is our hope that the aforementioned bills will be favorably reported by your committee and the principles enacted into law in this session of Congress.

We respectfully request that this letter be made a part of the official records of the hearings.

Sincerely,

R. J. RIDDICK, *Executive Secretary.*

STATEMENT OF CARROLL P. BURKS, PRESIDENT, THE AMERICAN SHORT LINE RAILROAD ASSOCIATION

My name is Carroll P. Burks. I am president of the American Short Line Railroad Association with offices at 2000 Massachusetts Avenue N.W., Washington, D.C., and have served in that capacity since November 1, 1964. Prior to coming with this association I served in various operating supervisory capacities for a number of years, and have a total experience of 35 years in the railroad operating field.

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 of filing this statement with the committee in support of uniform time within standard time zones.

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, 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 cause.

For a number of years, and most recently at the 52d annual meeting of association members in Milwaukee, Wis., on September 29, 1965, the representatives of these members adopted as a desirable legislative objective * * * "The associa-

tion favors amendment of the 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 18 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 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 had 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 position 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.

Most member roads of the American Short Line Railroad Association are exclusively freight carriers; however, its members that are passenger-carrying railroads are faced with the same problems with regard to the operation of passenger trains as has often been described.

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 proportion of rail 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 on daylight saving time 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 the customers.

To alleviate some of the difficulty, it is sometimes necessary for railroad forces 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 for the convenience of the customer, frequently result in confusion to the shipper and the 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 with local custom and still make travel possible without undue waste of time and energy.

On behalf of the 245 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 is wanted by the majority. We, therefore, fully support the enactment of uniform time legislation applicable throughout the United States.

Mr. VAN DEERLIN. The record will remain open for 5 days to receive statements and comments of any further interested parties.

That concludes the hearing.

(The following material was submitted for the record:)

STATEMENT OF WILLIAM D. TOOHEY, CHAIRMAN, GOVERNMENT RELATIONS COMMITTEE, NATIONAL ASSOCIATION OF TRAVEL ORGANIZATIONS

Mr. Chairman and members of the House Interstate and Foreign Commerce Committee, my name is William D. Toohey. I am executive vice president of the Tourism Council of Greater Chicago, 36 South Wabash Avenue, Chicago, Ill. I submit this statement in my capacity as chairman of the government relations committee of the National Association of Travel Organizations, which is dedicated to the welfare and advancement of the travel industry.

NATO's principal concern is promoting more travel to and within the United States. 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.

NATO spearheaded the massive see-the-U.S.A. program designed to encourage our citizens to travel in this country which has now evolved into the discover-America campaign. President Johnson has wholeheartedly endorsed this program. The President appointed a five-member, Cabinet-level task force to assist in implementing the discover-America program. The task force is headed by Vice President Hubert Humphrey. The program is financed by private industry money.

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 over 90 percent of the travel in this country, are just as subject to inconveniences, doubts, and uncertainties concerning what time it is as are the other travelers who move via the public carriers.

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

A mistake can be costly in available traveltime, or in gaining admittance to an attraction or point of interest, or in meeting any present 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, sight-seeing 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 support identical bills—H.R. 6785, H.R. 7867 and H.R. 6481. However, in the interest of quick adoption of time uniformity legislation, we would not object to enactment of S. 1404.

The National Association of Travel Organizations is a member of the Committee for Time Uniformity and supports its testimony fully.

We need enactment of legislation for adoption of time uniformity in the United States.

Thank you for the privilege of submitting this statement.

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. On behalf of the members of NASAO, I wish to thank the committee for the opportunity provided the association to present its views on the various bills now being considered "to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

NASAO members are officially responsible for fostering the orderly development of aviation and air transportation in their respective States, and they are

keenly aware of the veritable nightmare of time confusion presently caused by various States and political subdivisions changing to and from daylight saving time each year on different dates, and the adverse affect this unregulated and uncoordinated procedure has on all forms of transportation and communications, business and industry, shippers and individual travelers. This practice not only causes many missed train, plane, and bus connections and disrupted business and social engagements, but unnecessarily costs corporations and individuals millions of dollars annually in administrative, operating, printing, and communication expenses.

NASAO has been actively interested in and has continuously worked toward a solution of this exasperating situation for over a decade, and during the association's 1962 annual meeting, NASAO members unanimously adopted a resolution recommending legislation which would assure that all changes from standard to daylight saving time be made on the last Sunday of April, and the return to standard time be made on the last Sunday of October.

Therefore, the association strongly endorses, and respectfully urges the Congress to adopt legislation such as that incorporated in House bills 6481, 6785, and 7867, which will go a long way toward solving the daylight saving time problem.

The problem would be reduced even more than the proposed legislation will accomplish if the final committee bill limited the choice of adopting daylight saving time to individual States, rather than extending this decisionmaking authority to political subdivisions as well. However, if legislation requiring uniform changeover dates is enacted as presently drafted, NASAO will work for the adoption of supplementary legislation by individual States.

In addition to adoption of legislation such as recommended herein, it is also respectfully urged that Congress immediately investigate the several other time systems and procedures, in order that the most desirable features of each may be uniformly adopted to assure that the national time system keeps pace with modern transportation and communications facilities and services.

These time systems 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, 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 in each time zone 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. Adopting the 24-hour clock simultaneously with the 1-hour time advance would necessitate only one educational and familiarization period in order to acquaint everyone with these two major changes which many persons who have made a careful study of time problems consider desirable.

WASHINGTON, D.C., February 3, 1966.

W. E. WILLIAMSON,
Clerk, Committee on Interstate and Foreign Commerce, Rayburn House Office Building, Washington, D.C.:

For the record of the hearings please insert following wire to Chairman Harley O. Staggers: "The International Association of Machinists, AFL-CIO, fully endorses the provisions for time uniformity as embodied in bills H.R. 6785, H.R. 7867, and H.R. 6481. In representing thousands of employees on the airlines, railroads, the shipping and shipbuilding industry and other segments of the transportation industry, we are fully cognizant of the tremendous benefits which will result from a uniform policy in changeover from standard to daylight saving time."

P. L. SIEMILLER,
International President.

AMERICAN TELEPHONE & TELEGRAPH CO.,
New York, N.Y., April 21, 1965.

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

DEAR MR. CHAIRMAN: The American Telephone & Telegraph Co., representing the Bell System, respectfully submits this statement in support of H.R. 6481, introduced by you, or H.R. 6785, introduced by Representative Staggers, which, we understand, will be reviewed by the Subcommittee on Commerce and Finance of the House Interstate and Foreign Commerce Committee at a hearing to be held in a few weeks.

Our company takes no position with respect to the desirability of daylight saving time, but we are convinced that uniform changeover dates to and from daylight saving time, which H.R. 6481 or H.R. 6785 is designed to achieve, will be beneficial to our customers and to the company in the operation of its long-distance communications network.

Some of the principal difficulties experienced by our customers and our company because of time confusion are:

(1) *Uncompleted calls—Inconvenient calls.*—When making long-distance calls, our customers are often confused by the lack of uniformity of daylight saving time changeover dates. Such confusion results in failure to reach the called party in his office or home at the expected time, which can be of serious concern to the calling party. Also, a customer may, because of such confusion, receive calls at inconvenient or undesirable times.

On an ordinary business day, about 16 million long-distance calls are placed by Bell System customers, approximately half of which are handled by an operator—the rest being directly dialed by the customer. Approximately one-fourth of these calls (4 million) are not completed for a number of reasons, such as “don’t answer,” “called party no available,” etc. At periods when there are different time changeover dates, a significant number of uncompleted calls can be attributed to time confusion. Such uncompleted calls place an additional and unnecessary burden on the long-distance network.

(2) *Frequent adjustments in employee scheduling.*—Operating force schedules are affected by the traffic volumes at particular times of the day. Different start and stop dates of daylight saving time affect customer calling habits and patterns, and precipitate more changes in traffic volumes which require adjustments in employee scheduling to adequately service such traffic.

(3) *Burdensome and expensive work procedures.*—Because of customer confusion in placing long-distance calls, caused by lack of uniform daylight saving time changeover dates, our operators are required to answer more inquiries from customers on difficulties experienced in attempting to complete calls, and to render such assistance as is necessary.

Notices must be prepared and placed on the switchboard to alert telephone operators to the difficulties generated by time confusion, to indicate particular locations involved and their effective time, and the operators must be trained to handle the novel situations that arise.

In conclusion, it is our opinion that the single most troublesome area to the Bell System in the matter of time confusion is the difference in changeover dates to and from daylight saving time. Should all communities following daylight saving time convert on the same date, the confusion and difficulties described above should be substantially reduced. Accordingly, we urge your favorable consideration of either H.R. 6481 or H.R. 6785.

We appreciate this opportunity to submit this statement, and respectfully request that this letter be made a part of the record in the hearing.

Very truly yours,

F. R. ECKLEY,
Executive Vice President.

UNITED STATES INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: Receipt of the notice of public hearings on uniform time bills, H.R. 1581 and others, is acknowledged. The United States Independent Telephone Association (USITA) is vitally interested in the passage of time

uniformity legislation. It therefore urges the passage of a bill which would reduce the inconvenience and costs of the present haphazard application of daylight saving time.

On April 30, 1965, we wrote the Honorable Warren G. Magnuson, chairman, Commerce Committee, U.S. Senate, concerning our need for time uniformity. It would be appreciated if you would include for the record that letter which is still currently applicable to our telephone industry (copy enclosed).

Of the bills under review by your committee, USITA would respectfully recommend passage of identical bills H.R. 6785, Staggers (March 25, 1965), H.R. 7867, Macdonald (May 4, 1965), and H.R. 6481, Harris (March 18, 1965). These more nearly provide the uniformity which is so desirable to this Nation's interstate telephone traffic.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

UNITED STATES INDEPENDENT TELEPHONE ASSOCIATION,
Washington, D.C., April 30, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Commerce Committee, U.S. Senate,
Washington, D.C.*

DEAR MR. CHAIRMAN: The board of directors of the United States Independent Telephone Association (USITA) at its meeting this month adopted the following legislative policy:

"Time uniformity.—Uniformity of time throughout the United States is highly desirable for telephone subscribers and for telephone toll operations. Establishment of daylight saving on different dates at different locations creates confusion and needless expense. Any legislation which would provide some uniformity in the establishment of daylight saving time will be helpful. The association, therefore, supports any and all legislation the purpose of which is to promote uniformity of time. If a choice between two pieces of legislation exists the association prefers that legislation which provides the greatest uniformity."

Since your committee has been holding hearings this week on the subject it is hoped you will include our position as part of the record.

The USITA represents the independent (non-Bell) segment of the industry. One-sixth of the Nation's telephones are independently operated. Over one-half the geographical area of the United States is served by independents. One out of four long-distance calls either originates or terminates in independent territory. The States of Alaska and Hawaii and the territory of Puerto Rico are served entirely by independent companies.

We are, therefore, greatly concerned with the uniformity of time in this vast area. With more and more toll calls each year the inconvenience caused by lack of time uniformity is substantial. This inconvenience is not only annoying to our subscribers but results in needless expense.

Last year in a communication to the chairman of the House Interstate and Foreign Commerce Committee we commented upon a number of illustrations of the problems our telephone industry faces because of the lack of time uniformity. These are still applicable today so we are taking the liberty of repeating them:

(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 saving 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." (now after 8 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. (again currently after 8 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 8 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 S. 1404 will eventuate in corrective legislation.

Sincerely yours,

WILLIAM C. MOTT,
Executive Vice President.

THE WESTERN UNION TELEGRAPH CO.,
Washington, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reference to the current hearings before your committee concerning H.R. 6481, 6785, and 7867. These identical bills relate to the establishment of a system of time standards and measurement for the United States and to require or promote the observance of times 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. The 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. 6481, 6785 and 7867.

Sincerely yours,

K. W. HEBERTON, *Vice President.*

NATIONAL BROADCASTING CO., INC.,
New York, N.Y., January 28, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee,
House of Representatives,
Washington, D.C.

DEAR CHAIRMAN STAGGERS: This is in reference to the hearings commencing February 1, 1966, before the Interstate and Foreign Commerce Committee on bills dealing with time uniformity.

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 schedule 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 message 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 saving 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.

We strongly support and urge enactment of any measure to reduce the conflict in this area now adversely affecting the public interest in broadcasting.

Very truly yours,

DAVID C. ADAMS,
Senior Executive Vice President.

COLUMBIA BROADCASTING SYSTEM, INC.,
Washington, D.C., February 4, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Interstate and Foreign Commerce Committee,
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 committee which relate to the observance 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 240 affiliated radio stations. Each network, through these stations, serves substantially all the people in the country.

Network service is designed for broadcast by affiliated stations on a basis as nearly simultaneous as possible. Simultaneous broadcast by all stations, however, is not always practicable for a number of reasons, including particularly time zone differentials. For example, a program originating in New York at 8 p.m. local time would be carried on a simultaneous broadcast on the Pacific coast at 5 p.m. local time. Because this would be an unsuitable hour for an evening program, such a program is usually rebroadcast on the Pacific coast at 8 p.m. local time. Many news events and sports programs, where simultaneous presentation is important, are transmitted for broadcast on a "live" basis only.

During periods when daylight time is observed throughout parts of the United States, the television network must have double transmissions of many programs, and the radio network must have as many as six transmissions, so that the public will not be inconvenienced by the changes in local times of broadcast.

Nevertheless some public inconvenience is inevitable because of lack of uniformity of daylight time. Parts of the area served by some stations observe day-

light time and other parts remain on standard time. In addition, the daylight time season begins and ends on different dates. These variations mean that the people in some areas must receive programs at unaccustomed hours.

For these reasons CBS believes that the broadcast audience would be benefited by legislation which would provide for (a) uniform periods of time throughout the United States for observance of daylight time and (b) uniform nationwide observance of daylight time.

Very truly yours,

THEODORE F. KOOP,
Vice President.

AMERICAN BROADCASTING CO.,
New York, N.Y., February 3, 1966.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. STAGGERS: I have read with interest the proposed legislation H.R. 6785 which you introduced on March 25, 1965, as well as H.R. 6481 introduced by Chairman Oren Harris on March 18, 1965, and H.R. 7867 introduced by Congressman Torbert Macdonald on May 4, 1965, and am advised that these bills are scheduled for hearing.

I should like to take this means of expressing my support of these bills and their purpose of providing a uniform system of time standards and measurements for the United States.

The practical problems in our entire economy from present clock confusion are manifold and have been made known to the Congress over a period of some years. They arise as well in the broadcasting industry.

Further, under current conditions and lack of uniformity, the American Broadcasting Co. is incurring during each daylight savings season added costs of approximately \$1 million for wire lines to put the stations in proper time phase and for the extra personnel, tape, and film services and raw stock required to conduct network operations.

It is respectfully requested that this letter be made a part of the record in the hearing on these bills.

Sincerely yours,

LEONARD H. GOLDENSON, President.

NATIONAL ASSOCIATION OF BROADCASTERS,
WASHINGTON, D.C., February 8, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, U.S. House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the National Association of Broadcasters (NAB), I am submitting for the record comments of our organization in connection with the recent hearing held by your committee on bills relating to a uniform system of time standards and measurement for the United States. It is my understanding that legislation on this matter has already passed the U.S. Senate. I wish to commend you for the promptness with which you have addressed yourself to this problem in this 2d session of the 89th Congress.

During the last 3 years, NAB has been associated closely with the efforts of other industries to come to grips with this vexing problem. We have been represented on the steering committee of the Committee for Time Uniformity since its inception and have supported the objectives of this voluntary committee. At previous hearings of the House committee and its counterpart in the other body, we have presented testimony favoring support of those bills which would bring about greater uniformity of time-keeping practices in the country.

Of the many bills which are before you, we favor the approach taken by H.R. 6785, introduced by you; H.R. 7867, introduced by Representative Macdonald; and H.R. 6481, introduced by former Chairman Oren Harris. I would add, however, that we would not object to the approval by the committee to the language contained in the Senate-passed bill. NAB also endorses the statement of the Honorable Robert Ramspeck, national chairman, Committee for Time Uniformity, which was presented to the committee on February 2, 1966.

It is our firm conviction that a great public service will be rendered if legislation is enacted promptly so that greater uniformity can be achieved, beginning with the switchover date of April 24, 1966.

We appreciate very much the opportunity to file these comments, and look forward to early committee and House consideration and resolution of this issue.

Respectfully submitted,

VINCENT T. WASILEWSKI,
President.

NATIONAL ASSOCIATION OF SECURITIES DEALERS, INC.,
WASHINGTON, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
Chairman, House Interstate and Foreign Commerce Committee, U.S. House of Representatives, Washington, D.C.

DEAR MR. STAGGERS: The National Association of Securities Dealers, Inc., representing more than 3,700 members throughout the United States, strongly supports the identical House bills, H.R. 6785 introduced by you, H.R. 7867 introduced by Congressman Macdonald, and H.R. 6481 introduced by former Chairman Harris. These bills would provide a uniform system of time standards for the United States and require the observance of such time standards for the benefit of all citizens.

The existing inconvenience and confusion which stems from different time standards in different parts of the country would end with the enactment into law of this legislation proposed by you and your colleagues.

Such a law would be of great assistance in the day-to-day conduct of the securities business and would be a service to millions of the investing public.

Sincerely,

ROBERT W. HAACK,
President.

AMERICAN TRUCKING ASSOCIATION, INC.,
COMMON CARRIER CONFERENCE, IRREGULAR ROUTE,
Washington, D.C., February 2, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.*

MY DEAR MR. STAGGERS: The Common Carrier Conference, Irregular Route of the American Trucking Associations, Inc., supports H.R. 6785 (introduced by Mr. Staggers), H.R. 7867 (introduced by Mr. Macdonald), and H.R. 6481 (introduced by Mr. Harris) to establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed, and for other purposes.

At the outset, we wish to express our appreciation to the committee chairman and the committee for the interest which has been shown in this subject. We have noted in the past that the committee chairman was chairman of the Commerce and Finance Subcommittee which conducted hearings on time uniformity in 1964, and we are grateful to him for his continuing interest in this subject.

In this petition to the committee, we wish it recognized that we are joining with many others of the Committee on Time Uniformity in its desire for uniform time legislation.

We believe that the passage of this legislation will definitely improve and promote safe, adequate, economical and efficient service in the transportation of property, and also passengers, in interstate and foreign commerce in the United States.

The increasing flow of commerce with the rising gross national product make it imperative in a very practical sense that all possible impediments to its free flow be removed, and at the earliest possible moment. Difficulties encountered with misunderstandings on the time of day (and these are very practical problems, not just theoretical), where different areas within present time zones change to daylight saving time at varying dates of the year and, similarly, conclude daylight time at varying dates, do not ease the burden for common carriers in all modes, no less for the trucking industry. The complexities of transportation in which service is so important, combined with an increasing population,

and the growth of industrialization of the country should not be impeded any more than is necessary. Reporting problems of the carriers, and the reading of reports submitted to Government agencies by their staffs will be eased by the establishment of these uniform dates.

Accordingly, we respectfully urge that these bills be approved by the Congress at the earliest possible date.

Very truly yours,

HENRY A. S. VAN DAALEN, Jr.,
Executive Director.

ASSOCIATION OF OIL PIPE LINES,
Washington, D.C., February 9, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: Reference is made to the hearing before the Committee on Interstate and Foreign Commerce which commenced on February 1, 1966, on H.R. 6785, which you introduced in the Congress, and on H.R. 6481 (Congressman Harris), H.R. 7867 (Congressman Macdonald), and S. 1404, related bills which would promote nationwide time uniformity.

The Association of Oil Pipe Lines has authorized me to advise that we support this legislation. We understand that these bills have the endorsement of the committee for time uniformity and the great number of organizations, including this association, which support the committee's efforts in this area. We believe these bills are highly in the public interest and hope that this legislation will receive favorable consideration by the Committee on Interstate and Foreign Commerce.

It is respectfully requested that this letter be made part of the record of the hearings on these bills, which we understand will remain open until February 11, 1966, for that purpose.

Sincerely,

J. D. DURAND, *General Counsel.*

THE NATIONAL INDUSTRIAL TRAFFIC LEAGUE,
Washington, D.C., February 1, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee,
House Office Building (Rayburn),
Washington, D.C.*

DEAR MR. CHAIRMAN: The notice of public hearings dated January 24 advised that your committee would begin hearings today (postponed to February 2) on H.R. 6785 and several other bills relating to time uniformity. 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 association 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 on 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 has previously supported similar legislation before the Subcommittee on Commerce and Finance during the 2d session of the 88th Congress.

The league supports H.R. 6785 and identical bills (H.R. 7867 and H.R. 6481) which would (1) provide a limited modernization of the Standard Time Act of 1918; and (2) promote a more uniform observance of daylight saving time, and urges that H.R. 6785 be favorably reported and progressed to final enactment.

Yours very truly,

L. J. DORR, *Executive Secretary.*

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., February 1, 1966.

MR. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D.C.

DEAR CHAIRMAN STAGGERS: On behalf of the National Association of Counties, I should like to take this opportunity to endorse H.R. 6785, H.R. 6987, and H.R. 7867, identical bills to provide time uniformity. I should also like to request this endorsement be made a part of the official committee's report on this legislation.

On August 12, 1964, the National Association of Counties adopted the following amendment to the American county platform, the official policy statement of our organization.

Time variation.—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, different daylight standard changeover dates, and the startment of local community options. 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. 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. The National Association of Counties favors the establishment of national time uniformity and urges Congress to enact appropriate legislation for this purpose. The association will cooperate with other organizations in achieving this objective.

Very truly yours,

W. W. DUMAS, *President.*

NATIONAL COUNCIL OF FARMER COOPERATIVES,
Washington, D.C., February 4, 1966.

HON. HARLEY O. STAGGERS,
Chairman, 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 observance. The council's members authorized such support in a policy statement adopted in January 1963.

We support H.R. 6785, introduced by you in the 89th Congress, and H.R. 7867, an identical bill introduced by Congressman Torbert H. Macdonald, a member of your committee. The provisions of these bills appear to us to be an appropriate legislative vehicle for replacing the present confusion in standards for time observance with a reasonable degree of uniformity in a sound manner. We have noted the two principal differences between these House bills and S. 1404 passed by the Senate on June 3, 1965. While preferring the provisions of the House bills which more specifically require observance of uniform daylight saving time by all Federal instrumentalities, we would favor your approval of S. 1404 if this would expedite final legislative action. We believe the need for prompt action is more important than the differences in the Senate and House bills.

There are two basic areas in which legislative action is needed in the interest of greater economy and order in the conduct of transportation, communications, and business generally which affect agriculture and all segments of the public. We believe those areas are adequately covered in either the House bills or S. 1404.

Those areas are:

(1) The clarification of existing law to give more clearly defined authority to the administrative agency with respect to prescribing time standards and requiring their observance.

(2) While leaving to individual States and communities the decision as to whether they shall observe daylight saving time, a provision that such jurisdictions that do observe daylight saving time shall begin and end that observance at the same time each year.

We believe that the confusion as to time standards, particularly daylight saving time, should be effectively dealt with now to prevent continued adverse effect on the cost and convenience of the conduct of public and private business. These

adverse effects are felt not only by those serving the agricultural segment of the economy but by the entire public.

We commend you and the other members of your committee for recognizing the significance of the problem by giving it your attention early in this session of the Congress. We respectfully urge appropriate and prompt action by your committee to the end that legislation may be enacted at this session in time for the provisions as to daylight saving time to be put into effect for this year.

We shall appreciate your inclusion of this statement of the council's position in the record of hearings recently held before your committee on H.R. 6785, H.R. 7867, S. 1404 and similar bills.

We are sending each member of the committee a copy of this letter so that they may be individually advised of the council's position.

Sincerely,

L. JAMES HARMANSON, Jr.,
General Counsel.

HAWAIIAN COMMITTEE FOR TIME UNIFORMITY,
Honolulu, Hawaii, January 28, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives,
Washington, D.C.*

DEAR CONGRESSMAN STAGGERS: May I express my wholehearted support for bills H.R. 6785, H.R. 7867, and H.R. 6481 concerned with uniform time throughout the United States.

The patchwork manner in which daylight saving time is observed, particularly the widely varying dates on which States and areas move to and from daylight saving time, has created one of the greatest public inconveniences in America.

The standardization of time differentials would eliminate confusion and would facilitate business communications. To the extent that this would stimulate business, it would result in more wages to employees, more taxes to the Government.

At the present time the Hawaiian Committee for Time Uniformity is soliciting the support of a broad cross section of community organizations for a daylight saving bill for the State of Hawaii. Our committee is comprised of representatives of small and large business, labor, professional people, and members of both political parties. We are recommending that daylight saving time, if passed by the Legislature, should start on the last Sunday in April and terminate on the last Sunday in October—to conform with most major population areas in the United States.

To date we have endorsements from the following organizations and political leaders:

ILWU.
State of Hawaii Chamber of Commerce.
Retail Board of Honolulu Chamber of Commerce.
Hawaii Chamber of Commerce.
Kauai Chamber of Commerce.
Maui Chamber of Commerce.
Hawaii Fashion Guild.
Hawaii Bankers Association.
Chinese Chamber of Commerce.
Hawaii County Board of Supervisors.
United Chinese Society.
Waikiki Jaycees.
Japanese Chamber of Commerce.
U.S. Senator Daniel K. Inouye.
U.S. Congressman Spark M. Matsunaga.
U.S. Congressman Patsy T. Mink.

We have prepared a summary of the time situation, pointing out why it is important to the Hawaiian Islands to bring their time into conformity with the principal business and commercial areas in the United States. A copy of this memorandum is attached.

Sincerely,

RICHARD CRONIN, *Chairman.*

TIME IN HAWAII

WHY CONFORMITY IS ADVANTAGEOUS

The question of time—the time under which a country, State, or community operates—has been with us since the beginning of history. In the early days practically every group set its own standards. It made little difference whether one community followed the pattern of another. In Europe each country established its own time, sometimes without relationship to its neighbors.

In many cases, 12 noon in a given community was that moment of the day when the sun was directly over the tope of the community's "city hall." Thus, two areas or cities which might be only a few miles apart would operate on time schedules several minutes different from each other. For example, there was a difference of 7 seconds between the time at the Capitol dome in Washington, D.C., and that at the Lincoln Memorial; a difference in time of 30 seconds from one end of the San Francisco-Oakland Bridge to the other.

With the development of modern communications and the expansion of railroads, the necessity for adopting some uniform time patterns became evident. In the United States initially each railroad had its own time schedule. Some railroads would operate under various different schedules. This caused tremendous confusion.

In 1878 Sandford Fleming, a Scottish-Canadian, brought forward a plan for the whole world. Under his suggestion, the world would be divided into 24 standard meridians, 15° apart in longitude. In 1833 the Canadian and American railroads adopted in principle Fleming's ideas and divided the North American Continent into four basic zones, 1 hour apart. This was quickly and gratefully accepted by the American people, and generally observed by the Federal Government, States, cities and towns throughout the Nation.

Thus these standard times which are recognized in the various zones were "manmade time" and not "God's time" as it is sometimes referred to today. Prior to 1833 there were some 100 railroad "standard times"—eight different zones in Pittsburgh, Pa., alone, for example.

In an effort to stabilize time standards and eliminate confusion, in 1918 the U.S. Congress passed legislation, as a war measure to increase national efficiency, making the railroad time zones official and charged the Interstate Commerce Commission with authority over boundary disputes. The Interstate Commerce Commission still holds this authority.

The Standard Time Act of 1918 also gave official sanction to another time measuring device which had been developing on local levels; namely, daylight saving time.

What happens when daylight saving time is adopted? It simply saves an hour of daylight in the early morning, when the vast majority are asleep, and puts that hour of daylight at the end of the day in the evening, when the vast majority can enjoy it.

The basic idea of daylight saving time was originally conceived by Benjamin Franklin in the 18th century when he served as U.S. Ambassador to France. It has been 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 this daylight?" The Parisians ignored Franklin, however, and nothing was done about it.

The adoption of daylight saving time on a national basis in 1918 was unpopular with the American people. In fact, the following year Congress repealed the national legislation and the use of daylight saving time returned to the States as an optional matter. During the twenties and thirties, however, more and more communities began advancing their clocks during the summertime to take advantage of all the daylight they could obtain.

During World War II, Congress, again on the national level, adopted daylight saving time. In fact, in 1942 Congress by law advanced the whole country 1 hour without disturbing the basic time zones. This was again repealed, after almost 4 years, following the cessation of hostilities. Since then, individual State and local governments have increasingly adopted the use of daylight saving time during the summer months. The economic, social, and personal benefits to be derived from it have been recognized by an ever-increasing proportion of the people.

Today many organizations—representing business, agriculture, transportation, broadcasting, communications, travel, labor, and Federal, State, and local communities—recognizing the value of uniform time schedules, have joined together and formed the Committee for Time Uniformity.

Following extensive studies by this Committee for Time Uniformity, Federal legislation designed to bring about uniform time observance throughout the United States, but which would leave to the individual States that right to determine whether they would or would not advance their clocks each year 1 hour between the end of April and the end of October, has been introduced in both the U.S. Senate and the House of Representatives. Full hearings were held by the Senate Interstate Commerce Committee which, in turn, at the end of May unanimously reported the bill out with a "do pass" recommendation. On June 3, this legislation was passed by the Senate and was sent to the House.

Currently, daylight saving time is being observed in at least 31 of the 50 States in the Union. Colorado is observing it statewide for the first time this summer, as a result of legislation enacted this April by its State legislature and signed by Governor Love.

Those States observing daylight saving time include the major business, financial, and agricultural areas on the Pacific coast, in the Midwest, and on the Atlantic seaboard, the areas where the largest consuming publics exist. Today, well over 100 million Americans enjoy daylight saving time during 6 months of the year (as a result of actions taken either by their State legislature or by their local government authorities or by a plebiscite of the people)—and, according to Felix Belair, Jr., in an article in the *New York Times* on March 7, 1965, "Hundreds of thousands more would like to in States that either prohibit the shift by law or do nothing about it."

In recent years, more and more States—such as California, which some years ago had voted against the adoption of daylight saving time—have adopted it for a number of reasons, such as:

(1) The people like it and enjoy its many business, social, and economic benefits.

(2) It provides more time in the afternoon and early evening hours for recreational activities and outdoor living.

(3) It has helped reduce fatigue, industrial accidents, and has increased efficiency.

(4) Traffic accidents are reduced as more and more people are home and off the streets before dark. Statistics prove that one's chances of having a fatal highway accident at night are three times greater than during daylight hours. Motorists have frequently been warned that three out of five traffic fatalities occur at night, although only 30 percent of the driving is done during darkness.

The National Safety Council's statistics show that the most dangerous traffic period is at the end of the day, when motorists are hurrying home through the dusk or darkness.

The Los Angeles Traffic Department has reported that a 10-percent increase in the yearly fatality rate would occur if daylight saving time during the summer months were eliminated. It has estimated that the extra hour of daylight at a time when the highways are fullest, saved approximately 135 lives in Los Angeles during a 5-year period.

(5) Juvenile delinquency is known to increase in the late afternoon and evening hours. More daylight hours in the evening tends to reduce such delinquency.

In this connection, John Schapps, when western director of the National Probation and Parole Association (now known as the National Council on Crime and Delinquency), stated: "Daylight saving is child and youth saving. The fact that delinquency increases with the hours of darkness is well established. Consequently, the saving of daylight for daily living represents a very great contribution, not only toward reducing delinquency but to the health and well-being of all youngsters. We have supported the daylight saving plan in the past and do now, in the public interest."

(6) The standardization of time differentials facilitates business communications. This results in stimulating business and, in turn, maintaining or increasing employment. It also eliminates unnecessary increased cost of conducting business and thus holds to a minimum ultimate prices which are borne by the consumer.

(7) It makes for better, more efficient, and more economical radio, television, and press communications. The National Association of Broadcasters has stated that more than \$2 million is spent annually by the television industry for equipment and technicians to tape and save programs for showing during prime times throughout the country.

How do the various factors apply to or affect the Hawaiian Islands?

1. Hawaii is blessed with outstanding recreational and climatic facilities and her visitors and residents like to live outdoors and enjoy the benefits therefrom. By conforming Hawaii's observance of time and providing 1 extra hour of daylight during the summer months, Hawaii would further increase its attraction as one of the garden spots of the world for vacationers and her citizens and visitors would be able to further enjoy one of Hawaii's greatest assets—outdoor living. This, in turn, should economically benefit the entire area.

2. It would help reduce fatigue, industrial accidents, and increase efficiency with a resultant reduction in costs, thereby help in making Hawaiian products more competitive on the mainland as well as in the world markets.

3. Statistics compiled by the Department of Transportation, Highway Division, State of Hawaii, indicate that the additional evening daylight hour should help reduce traffic accidents, as it has elsewhere, and would permit an even greater percentage of the people to get off the streets and home before dark.

4. The extra hour in the evening will be a further weapon with which Hawaiian authorities can carry on their continuous program to reduce juvenile delinquency.

5. Hawaiian business involving communications with the Pacific coast, the Midwest, and the eastern portions of the United States will be stimulated with resultant favorable reaction on the volume of business done and resultant employment—all of which could mean more revenue to business, wages to employees, and taxes to the government.

In normal times, the Hawaiian Islands maintain a 2-hour differential with the Pacific coast, 4 hours with the Midwest, and 5 hours with the Atlantic coast areas. These time differentials create sufficient difficulties in maintaining communications as they are. Thus when all these mainland areas adopt daylight saving time and the Hawaiian Islands do not, the time differential is increased by 1 hour, and of course there is one less hour during the normal business day when business between the areas involved can be conducted. This results in placing increased hardships on all business interests, manufacturers, agricultural producers and sellers, hotels and tourist groups, bankers, etc.

As Hawaiian businesses expand and make more money they will pay a greater share of the tax load to run the city government and schools, and individual tax bills will be cut, percentagewise, that amount. If for no other reason, daylight saving time should be adopted in Hawaii for economic reasons. This will benefit not only the business community but also the average citizen.

7. It will help stimulate the availability of live television broadcasts. While the Hawaiian Islands today do not enjoy direct live TV programs, with the development of Telstar and other technical improvements in communication, Hawaii will soon enjoy such live programs—and the expense of obtaining such live programs will be held to a minimum, provided the time differentials are likewise held to a minimum.

The question is, Should Hawaiian business and its economic welfare unnecessarily be penalized? Should Hawaii be out of step with the leading business, financial, and population centers on the mainland, on which it depends so largely? Or should the Hawaiian Islands recognize what other business centers have learned by experience—what they and their people like and want—and get in step?

Today Hawaii is an important State in the Union. It is no longer those distant islands in the Pacific. Its business is related to that of its sister States on the mainland. The fact that the Hawaiian people have tried daylight saving time back in the early thirties and didn't like it should not be a controlling factor. Conditions have changed since 1930.

As an illustration of how public opinion has changed over the last 35 years, the people of California rejected daylight saving time twice, once in 1930 and again in 1940. In 1948, however, by popular vote they adopted daylight saving time by a vote of 1,405,257 to 1,167,846, or a majority of 238,411 votes, and in June 1962, just 3 years ago, with the strong support of every segment of the community, the people of California reaffirmed their approval of daylight saving time and its extension an additional month each year, by a vote of 2,826,050 votes to 1,087,408 votes. In other words, over 72 percent of those who voted were in favor not only of its continuation but of its extension. For a list of the principal groups and organizations which supported this program, see exhibit A.

Over the years, the daylight saving program in California, according to the Argonaut, has been receiving "increased support and endorsement from all

branches of industry, business, labor, and agriculture and, above all, from the people."

The farmers, including the dairymen and the produce farmers, have found that during those years when they experienced daylight saving time unit production continued to increase wherever scientific methods were followed. Several years ago, on this point, S. V. Christerson, president, Major Distributing Co., which is one of the leading produce farmers in the Salinas area of California, wrote, "Daylight saving is, in my opinion, of great benefit to the farmer * * * as it permits more work to be accomplished during daylight hours. Especially during the harvest season, this is of particular importance, as the days are never long enough and work during daylight hours is of special value."

As far as dairy farming is concerned, dairymen pay little attention to the time of day when they milk their cows. On efficient, scientifically operated farms, the cows are milked at regular intervals throughout the 24 hours of the day without any regard to whether it is daylight or not.

Practically all of the major States that are projecting an image of progress and growth have adopted the principle of daylight saving time during the summer months. Most of those who still resist the trend that is sweeping the Nation seem to say, "What was good enough for my grandfather is good enough for me," but today as we look back we know our grandfathers did not have all the answers, any more than we do today.

Regardless of what people may say, daylight saving time is merely a system in which, during the summer months when the sun rises earlier and sets later than in other months, clocks are moved ahead 1 hour. That does not mean that anyone has to lose an hour's sleep, as some have charged. It does mean that you have an hour's additional daylight during the evening—an additional hour for golf, swimming, tennis, picnicking, backyard barbecuing, or whatever other outdoor recreation you enjoy, to do so individually, with your family or with your friends.

Some of those who oppose daylight saving time claim you lose an hour's sleep because the clocks are set ahead 1 hour. As anyone knows, that is not true. A person who ordinarily goes to bed at 10 p.m. has no reason to change, and for one who ordinarily wakes at 6:30 a.m. there is no change either. You have the same amount of sleep as before, but there will have been an hour's more daylight time during your waking hours.

Some people say you cannot put children to bed when it is light outside. Those thousands of mothers who insist that their children take naps during the afternoon will refute this statement because from experience they know this is not true.

Some say that daylight saving time will hurt businesses which cannot start before dark. Reports from other communities which have had daylight saving time for many years indicate that such businesses (mainly outdoor theaters) suffer no ill effects.

The Hawaiian Islands are today a major unit of the United States. They are no longer merely a group of small islands in the Pacific. The Hawaiian Islands' economy is closely related to that of the mainland.

The fundamental issue is, Do the people of Hawaii want to penalize themselves, make the expansion of business and business communications more difficult than they are by geographical necessity, or do they want to enjoy the economic, social, and personal benefits of daylight saving time, keep in step with the march of progress and stimulate their economy by bringing their observance of time into conformity with the other major areas of the United States?

Believing the answer to the last question is yes and that Hawaii has everything to gain and nothing to lose by adopting daylight saving time from the last Sunday in April to the last Sunday in October—thus bringing its observance of time throughout the year into conformity with the progressive and forward-looking regions of the United States, the Hawaiian Committee for Time Uniformity urges that all concerned join together and unitedly takes steps to have the required legislation adopted to bring Hawaiian time differentials throughout the year into conformity with the Atlantic coast, the Midwest and the Pacific coast—in other words, with the other progressive and forward-looking areas within the United States.

EXHIBIT A

CALIFORNIA ADOPTS TIME UNIFORMITY

In June 1962, the people of California, by a majority of 72 percent of those voting amended the California State constitution to reaffirm their approval of daylight saving time, commencing the last Sunday in April and extending the

termination of the observance each year from the last Sunday in September to the last Sunday in October. This brought California's time into conformity with the basic time schedules observed throughout the major Atlantic coast and Mid-western States, which also enjoy the benefits from advancing the clock 1 hour during 6 months of the year.

Among those organizations which supported the program were:

American Marketing Association
 Association of Stock Exchange Firms
 Building Contractors Association of California
 California Aviation Trades Association
 California Bankers Association
 California Broadcasters Association
 California Federation of Labor, AFL-CIO
 California Manufacturers Association
 California Metal Trades Association
 California Railroad Association
 California State Chamber of Commerce
 California State Junior Chamber of Commerce
 Insurance Brokers Exchange of California
 International Longshoremen's & Warehousemen's Union
 Investment Bankers Association of America (California group)
 Pacific Coast Stock Exchange
 Teamsters Union
 Transportation Association of America
 Western Growers Association

Republicans and Democrats backed the proposal and the California Democratic State Central Committee officially endorsed it.

Newspapers throughout the State editorialized about its importance to California's and the Pacific coast's growth, and its relationship with other areas of the United States. So far as it is known, not one single newspaper opposed the amendment to the State constitution.

MAY HOSERY MILLS,
 Nashville, Tenn., February 11, 1966.

Re statement on time legislation.

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
 Rayburn Office Building,
 Washington, D.C.

DEAR SIR: If there is to be any legislation on the above matter, I would strongly urge uniform standard time throughout the entire year. Some years ago this subject received the attention of the Tennessee Legislature which wisely and by well-nigh unanimous vote enacted mandatory standard time for the whole year. This has given eminent satisfaction.

It should be noted that many parts of the world have tried a summer change of time. Nearly all of Europe and South America experimented with such change; it was abandoned in all major areas save only England.

In the South, too, several cities tried this alteration in summer. Among other things it was found quite incompatible with the climate: it added another hour of heat along with the light, whereas in all warm climes the cool of the evening is sought as soon as possible.

Those who for special reasons seek a so-called extra hour of sun can nearly always alter their own schedules to attain this without bringing about the complications and confusions that result from summer time changes.

Uniform standard time would as already indicated put us on the proven basis that is just about (after periods of trials of something else) universal.

Sincerely,

MORTIMER MAY.

[Telegram]

NEW YORK, N.Y., February 7, 1966.

HARLEY O. STAGGERS,
 Chairman, Committee on Interstate and Foreign Commerce,
 House of Representatives,
 Washington, D.C.:

The Association of Stock Exchange Firms, a nationwide trade organization for some 600 member firms of the New York Stock Exchange, urges the enactment of H.R. 6785, the uniform time legislation now before your committee. Our

members are seriously affected by the local variations in daylight saving time observances. Uniform time is essential to the rapid and efficient communications which are an essential element for operating a nationwide securities market.

This association is joined by other securities industry organizations in urging the enactment of this uniform time legislation that is of utmost importance to all American industries.

WILLIAM E. HUTTON,
President, Association of Stock Exchange Firms.

MANUFACTURERS HANOVER TRUST Co.,
New York, N.Y., January 28, 1966.

HON. HARLEY STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.*

DEAR CHAIRMAN STAGGERS: We are writing to you at this time to indicate our strong support of H.R. 6785, H.R. 7867, and H.R. 6481 in which we join with the Committee for Time Uniformity in urging their enactment, thereby eliminating much of the present time confusion.

We publish a world time chart which indicates the time differences between New York City and over 125 countries throughout the world, which is distributed free of charge to the public.

With daylight saving time being a major problem, we send hundreds of letters to the individual States and cities attempting to ascertain whether they will be on standard time or daylight saving time, and often have to follow them up with telegrams and long-distance telephone calls in order to meet the printer's deadline for publication.

In view of the above, you can understand our deep interest in the problem of time uniformity.

Sincerely yours,

RICHARD E. MORGAN,
(Per Procuration).

AMERICAN MUTUAL INSURANCE ALLIANCE,
Chicago, Ill., February 1, 1966.

Re H.R. 6481, H.R. 6785, H.R. 7867.

HON. HARLEY O. STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee,
House of Representatives, Washington, D.C.*

DEAR MR. STAGGERS: The American Mutual Insurance Alliance would like to take this opportunity to express its interest in the general objectives and purpose of H.R. 6481, H.R. 6785, and H.R. 7867.

The alliance is a trade association composed of approximately 120 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.

The uniformity that would result from the 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.

Sincerely,

WALLACE M. SMITH,
Washington, D.C., Branch Office Manager.

AMALGAMATED TRANSIT UNION,
Washington, D.C., February 2, 1966.

HON. HARLEY STAGGERS,
*Chairman, House Interstate and Foreign Commerce Committee, House of
Representatives, Washington, D.C.*

DEAR CHAIRMAN STAGGERS: The Amalgamated Transit Union is the dominant union in the local transit and over-the-road industry. Over 100,000 persons are members of the union and employed in the industry.

We are keenly aware of the aggravated problems that flow from the lack of a national policy on time uniformity. We are aware of the confusion caused by the too frequent and otherwise needless schedule changes necessitated by communities going on and off daylight saving time at varying times during the year; we are aware of the confusion of the traveling public, and of business enterprises, created by varying time standards between communities anticipating daylight saving time on varying dates.

The recent 38th convention of our union held in San Francisco, September 13 through 17, 1965, adopted a resolution whose resolve reads as follows:

"Resolved, That this 38th convention of the Amalgamated Transit Union assembled in San Francisco, September 13 through 17, does support the establishment of time uniformity by the national legislature and instructs the officers to seek adoption of such legislation by the House, and the Congress of the United States."

As you see, we deeply appreciate the need for a national policy dealing with time uniformity, particularly as it is expressed in H.R. 6481, 6785, and 7867, now before the House Interstate and Foreign Commerce Committee. We favor the enactment of H.R. 6481, 6785, and 7867, and urge a favorable report by the committee.

Respectfully submitted.

JOHN M. ELLIOTT,
International President.

PACIFIC AMERICAN STEAMSHIP ASSOCIATION,
Washington, D.C., January 27, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: It is our understanding that your committee will hold hearings on February 1, 1966, on various bills—"To establish uniform dates throughout the United States for the commencing and ending of daylight saving time in those States and local jurisdictions where it is observed."

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 committee on legislation to provide uniform time standards will unquestionably benefit the steamship industry. It is respectfully requested that this letter be included in the hearing record on the pending bills.

Sincerely yours,

JOHN N. THURMAN,
Vice President.

RAILWAY LABOR EXECUTIVES' ASSOCIATION,
Washington, D.C., February 3, 1966.

HON. HARLEY O. STAGGERS,
Chairman, Committee on Interstate and Foreign Commerce, House Office Building, Washington, D.C.

DEAR CHAIRMAN: The Railway Labor Executives' Association, on behalf of the 22 standard railway labor organizations, representing substantially all of the several classes and crafts of railroad employees in the United States, wishes to be recorded in support of the general objectives of the time uniformity bills (H.R. 6785, Staggers; H.R. 7867, Macdonald; H.R. 6481, Harris, and S. 1404, Cotton, McGee) now under consideration by your committee.

We understand that among the 17 bills under consideration, one of the major differences is whether adoption of daylight saving time by the States should be mandatory or not. We would certainly be in favor of a strong bill but, as the

various witnesses at the hearing yesterday seemed to feel, it may be necessary to adopt a more lenient version in order to gain passage of any bill.

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 standards and the varying dates for the time changeover set by State and local communities. 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 standard.

We realize that all interested parties will never be completely satisfied with any proposed solution to a problem of this kind. But since S. 1404 does offer a reasonable answer and has already passed the Senate, we can understand how it might be more expeditious to adopt that version of this sorely needed legislation.

Very truly yours,

DONALD S. BEATTIE,
Executive Secretary.

THE METROPOLITAN WASHINGTON BOARD OF TRADE,
Washington, D.C., February 8, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives,
Washington, D.C.*

DEAR MR. STAGGERS: The Metropolitan Washington Board of Trade requests that its support of H.R. 6785, a bill "To establish uniform dates throughout the United States for the commencing and ending of daylight saving time * * *," be noted in the records or hearings of the Committee on Interstate and Foreign Commerce which is currently considering this legislation.

This organization has supported daylight saving time for many years and took a strong stand in urging the Congress to adopt the law which is applicable in the District of Columbia.

We think it would be extremely helpful if the application of daylight saving time laws would be uniform throughout America. Considerable confusion is present every summer between Metropolitan Washington and other quite nearby areas which go on and come off of daylight saving time at different dates than those effective here.

Our support for H.R. 6785 includes H.R. 7867 and H.R. 6481, similar proposals.

Very truly yours,

WILLIAM H. PRESS,
Executive Vice President.

KANSAS CITY, MO., *September 23, 1965.*

HON. WILLIAM HUNGATE,
*House Office Building,
Washington, D.C.*

DEAR MR. HUNGATE: The Trans-Missouri-Kansas Shipper's Board is composed of representatives of industries in Missouri, Kansas, southwestern Illinois, and northern Arkansas and Oklahoma, that ship or receive their products by railroad.

At the board's regular meeting on September 16 and 17, 1965, consideration was given to S. 1404, which would fix a uniform date for the beginning and ending of daylight saving time wherever it may be adopted.

The present lack of uniformity in starting and ending dates complicates the operations and scheduling of the transportation industry, and confuses the shipper and the traveler.

The board feels that uniformity in dates would be of definite benefit to the economy of the country, and accordingly urges your approval of this bill, which we understand is now in the hands of the House Interstate and Foreign Commerce Committee.

Yours very truly,

TRANS-MISSOURI-KANSAS SHIPPERS' BOARD,
N. R. WARMACK, *General Chairman.*

YUBA, WIS., May 20, 1965.

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

DEAR MR. CHAIRMAN: This is in reference to the House hearing on bill H.R. 2424. I respectfully request this opportunity to submit this statement and views concerning these time bills. I support bill H.R. 2424 and am in opposition to H.R. 76, 3385, and 1581. I think we should go back to the good old standard time and, in so doing, do away with all this hardship and confusion, and urge you to approve legislation that puts the time where it should have been left.

I respectfully request this letter be made a part of the record when the hearing committee convenes.

Sincerely,

ALBERT JANSKY.

KENOSHA, WIS., May 27, 1965.

Subject: Support of H.R. 2424 and H.R. 5055.

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

DEAR SIR: It is an impossibility for me to attend hearings on the various time bills that are coming up for legislation, so I would appreciate it very much if my testimony were entered as record in support of H.R. 2424 and H.R. 5055 with opposition to H.R. 76, H.R. 3385, and H.R. 1581.

Mrs. VERA GOLL.

ST. PAUL, MINN., February 2, 1966.

CHAIRMAN OF THE HOUSE INTERSTATE AND FOREIGN COMMERCE COMMITTEE,
House of Representatives, Washington D.C.

DEAR SIR: Since you are holding hearings on establishing uniform summer time (d.s.t.) dates, I wish to voice my opposition to this Federal control. Though I have written to my Representative, Joseph Karth, I know he has appeared before your committee in favor of uniform dates.

The difficulty in Minnesota has partially arisen by the lack of enforcement of State laws by a former State attorney, Senator Mondale, whom I have high regard for in other matters he has done or attempted to do at the State and now National level; the present State attorney; county attorney along the eastern part of Minnesota; and my own county attorney who received a written request from me to enforce the law this past spring. Business representatives in St. Paul sought longer d.s.t. periods in St. Paul through charter change regardless of what the other suburbs would do or want. This action by business definitely showed no respect for individuals in the metropolitan area of St. Paul.

There is also the question of citizen support for a longer (if any at all) d.s.t. in Minnesota. One way to answer this (by incorporating it in the Federal law) is to require any law passed by any State legislature to be approved by a majority of the voters at the next general election in order for it to become effective. Approval by the voters would eliminate some criticism by either urban or rural individuals that the State legislature is dominated by one of these two groups. It would protect the individuals who haven't the collective power and money to wage an anti-d.s.t. lobby program at the State legislature. Another aspect that should be included would be that the entire State must be on regular or summer time, in other words no city or metropolitan area can have a longer or shorter period of d.s.t. unless approved by a majority of the voters in the State at the next general election.

Again may I voice opposition to Federal control on d.s.t.? I feel 3 months is adequate, if not too much, but if Federal legislation must come, I hope it will have the requirements given above.

Thank you,

DONALD A. REEVE.

P.S.—If business reasons so important why not make one or two time zones in the United States from coast to coast and forget about the people?

CITIZENS FOR STANDARD TIME,
Murphysboro, Ill., February 6, 1966.

HON. HARLEY O. STAGGERS,
*Chairman, House Committee on Interstate and Foreign Commerce, House Office
Building, Washington, D.C.*

DEAR MR. CHAIRMAN: Citizens for Standard Time wish to submit this statement in opposition to the several bills before this committee that would allow the continued observance of daylight saving time in any State or its subdivisions or the establishment of subzones. While some of these bills will tend to eliminate some of the confusion by establishing the same effective and termination daylight saving times dates for all, they will not resolve the problem. We will still have daylight saving time with us and the semiannual nuisance of setting and resetting timepieces when traveling, confusion in planning, communications, and the mixup of TV and radio programing. We vigorously support the enactment of H.R. 2424.

About 14 years ago a group of citizens headed by a medical doctor, insurance executive, railroad telegrapher, farm organization leaders and others met in Washington to discuss legislation to strengthen the Standard Time Act and restore standard time to the Nation for the entire year. Mr. C. W. Thompson, of Dover, N.H., headed the movement to inform the public of the proposed legislation, via letters to editors of papers and magazines and offering copies of the bill introduced by Hon. Joseph P. O'Hara of Minnesota. Mr. O'Hara retired from Congress due to ill health and Mr. Staggers introduced a similar bill in the 86th Congress for us. Requests for approximately 9,000 copies of petitions and supporting materials were mailed to various parts of the United States. These petitions were filed by volunteer workers from several States and each petition contained over 75 to several hundred names. I have in my files a list of over 1,100 names of those circulating these petitions, many more were added as this movement progressed. Mr. Staggers reintroduced his bill in the 87th Congress cosponsored by Representatives Morgan M. Moulder of Missouri, and Melvin Price of Illinois. Thousands of names were forwarded to Mr. Staggers as well as other Representatives in support of this bill and many letters and petitions were forwarded to Mr. Harris requesting that a hearing be scheduled to expedite enactment of this legislation.

Mr. Staggers stated at the hearing in 1964 that he had received more mail on this one thing than all the other bills put together from all over the United States, trying to get some order out of the confusion that exists in those States. In the 88th Congress, Representatives Gray and Price introduced standard time bills for us starting another flow of petitions and supporting materials to Members of Congress, including the chairman of this committee. Mr. Gray stated in his testimony at the 1964 hearing that he had received many petitions containing thousands of signatures and letters from all over the Nation strongly urging Congress to amend the present Standard Time Act to provide a standard time throughout the United States, many of these petitions went to other Members of Congress. I succeeded Mr. Thompson as national chairman after he passed away in December 1961. Unfortunately I was unable to obtain Mr. Thompson's files, but I was informed it contained many thousands of news items published for him, letters from all over the Nation pleading for him to use all means possible to prevail on Congress for enactment of standard time legislation, his files also included a list of those circulating petitions that far exceeded my list. Since 1961 I have secured hundreds upon hundreds of signatures, 386 of them were from a department store in St. Louis, out of all the railroad employees and farmers canvassed not one refused to sign the petitions, from the canvass I made less than 2 percent favored daylight time from all walks of life, word from those circulating petitions in other States say the same. The past 5 years hundreds of newspapers and other publications have published articles for me on this controversial issue, I have appeared on many radio and TV broadcasts to inform the people of this proposed legislation, this brought another flood of letters, phone calls and wires pleading for restoration of standard time. Representatives Gray, Price, and Shipley have favored us with the introduction of their bills, H.R. 2424, 5055, and 10573 in this 89th Congress, currently, petitions and other supporting materials are in motion for passage of these bills.

We pray that this committee and the Congress will recognize these signatures as citizens and not as mere names.

I have thousands of personal letters in my files from professional and business people, farmers, working people, schoolteachers and faculty members, industries pleading for the return of standard time.

I've been closely associated with farmers all my life, and have owned and operated farms and have never experienced in the fields of agriculture where farmers only worked a few days or weeks during the summer, nor do I know of any city workers that work 6 and 7 days a week as stated in the 1964 hearing. Generally most farmers work from sunup to sundown, and around the clock in shifts in many instances. It was stated at the 1964 hearing that the Committee for Time Uniformity had the endorsement for their proposed legislation (legislation that does not provide for restoration of standard time) the following organizations, National Grange, National Council of Farmers Cooperatives, National Association of Broadcasters, American Farm Bureau Federation and the Railway Labor Executives Association, that could very well be, but it most certainly does not reflect the views of those on the job, the dues paying members, generally, State and county farm bureau organizations have resolutions supporting standard time, also the Grange, many members of these organizations are supporting Citizens for Standard Time. None of the broadcasters that I have interviewed favor daylight time. I hold membership in an organization affiliated with the Railway Labor Executives Association, and have worked with and associated with them for over a half century, I do know this, not one of them that I have met or known want any part of advanced time or its supplement.

I am a retired locomotive engineer with over 52 years in the cab of a locomotive, 47 of those years brought me within the scope of daylight saving time, the necessity of the two clocks system, and unable to participate in community activities, civic and social functions, or other related activities with my family.

My run the greater portion of those years was between terminals in three States; two of these States observed daylight time in a patchwork design, one on standard time. Train employees are generally more time conscious than most citizens, but there were many times I was completely mixed up with the clocks, usually 1 hour late or 1 hour ahead of time when off duty. My last 10 years on the rail were in passenger service. During that time I have witnessed much confusion among the travelers, either 1 hour early or 1 hour late—and some did not make it or their connections. My conductor was always in a hassle with his passengers with the time, especially the cross country traveler; they were always bewildered with the possibility of missing their connections at interchange points—and often they did—laying over as much as 24 hours at their own expense. The foreign traveler could not understand the folly of setting and resetting their timepieces. I have often wondered just what their opinions may have been of the United States as a timekeeper.

Standard time will eliminate confusion and delay at the information desks and ticket offices in all the bus, railroad, and airline depots explaining departure and arrival time and interline connections, these employees are constantly in a hassle at the ticket window and over the phone in an exhaustive effort trying to help the confused traveler, several ticket clerks call me often inquiring when this foolish time will be abolished.

Daylight saving time is not getting any quieter, various things keep happening to cause more confusion and misunderstanding, some States are trying to advance the clocks from the last Sunday in February to the last Sunday in November while some are in the process of extending daylight time the year round, some cities now have year round daylight time adding more confusion, some went back to standard time.

Before the adoption of U.S. standard time zones in 1883, many cities and towns ignored the railroad clocks and adopted sun time. But this was far from being accurate, even in small areas. For the sun time varied 1 second for every 1,140 feet of longitude. Thus, the watch of a person standing on one end of the Brooklyn Bridge would differ by 5 seconds from that of a person on the other end.

Although those who had watches were constantly setting them, no one seemed interested enough in the time muddle to take steps to remedy it, with the exception of one man. He was Charles F. Dowd, a Yale graduate and a principal of a female seminary in Saratoga, N.Y. Dr. Dowd's orderly mind rebelled at such unnecessary chaos and he began looking for a solution to end the dilemma.

It took Mr. Dowd less than a year to work out a basic formula which would straighten out the snarled skeins of time. But it took 13 lonely, discouraging

years to convince an apathetic public and indifferent railroad officials they should give it a try.

Professor Dowd first tried to work out a uniform U.S. time system similar to Greenwich time of the British Isles, but the greater distance in this country made it impractical.

After months of trial and error, he worked out a method of hourly divisions. His plans called for the establishment of four geographical zones in the United States, each 15° of longitude in width. Each zone would observe a uniform time, but the time would vary exactly 1 hour from zone to zone.

Today we refer to these zones as eastern, central, mountain and Pacific. By 1870, Dowd was ready to present his 107-page pamphlet at a railroad trunk line convention. He presumed railroad executives would be interested because they were under constant verbal fire for frequent mistakes in making out complicated time schedules. Then, too, Dowd pitied railway passengers who were perennially confused by inconsistent time differences. For example, imagine the bewilderment of a traveler who had just arrived in Buffalo, N.Y., from Portland, Maine. If it was noon by the New York Central clock, then on the opposite wall, the Lakeshore Railroad's hands would have read 11:25 a.m. But Dowd continued his fight to keep the issue alive. He penned a stream of letters to prominent citizens and railroad officials and wrote articles and pamphlets on the subject. He badgered editors into discussing his time reform in their columns. Over the years, and at his own expense, he traveled thousands of miles to attend railroad conventions and never missed a chance to beat the drums for his plan. By 1883, Professor Dowd's battle was won. Delegates to the railroad association's meeting in Chicago pledged their officials to run all trains "by the standards agreed upon (Dowd's plan) * * * and to adopt same at 12 o'clock noon, Sunday, November 18."

There were some caustic editorial comments in newspapers, dramatic denunciations from the pulpit, even dire predictions of certain disaster. Some persons who previously cared not a whit about time controversy suddenly began protesting, companies conducted polls among employees, newspapers ran feature articles on the coming event. One, in St. Louis, facetiously commented that standard time would make little difference in cities like North Platte or Dodge—except to a man about to be hanged. The mayor of Bangor, Maine, refused to recognize the new time on grounds it was unconstitutional, he also threatened to have the police stop the church bells from tolling the news when the time change took effect. He did not go to that extreme, but standard versus sun time became a hot political issue in Bangor. The Reverend Thomas Watson dramatically pounded his watch in his Tennessee pulpit as he accused the Louisville & Nashville Railroad of "trying to interfere with the sun."

Five days before the new time system went into effect, the U.S. Attorney General warned all governmental departments to ignore it until approved by Congress. When that November Sunday ended, the prophets of disaster were sheepish. The railroads had made careful preparations for the changeover, there was not a single wreck—not even a minor accident. But human nature being what it is, many travelers dashed madly to the stations to find themselves with an hour or more to kill. Others, among them including the U.S. Attorney General, missed their trains. While most cities and towns quickly followed the railroads in adopting standard time, some did not give in gracefully. Those on the borderlines of two time zones bickered for many months in some instances before deciding on which one they would adopt. Some others, in sheer stubbornness, refused to make any time adjustment at all. The Indianapolis Sentinel spoke for the dissenters: The sun is no longer boss of the job. People—55 million of them must eat, sleep and work by this new railroad time; the planets must make their circuits by such timetables as railroad magnates arrange. Ironically, Dr. Dowd did not live to see standard time legally accepted by the U.S. Government, in 1904 he was fatally injured beneath the wheels of a train at a Saratoga railroad crossing. It was not until March 19, 1918, that Congress got around to officially approving a system that had been in effect for 35 years.

From the time the Pilgrims landed on the shores of America, December 21, 1620, and up to the present time—345 years—this country has only lived 35 years peacefully with the sun and clocks, without confusion, the nuisance of setting and resetting timepieces, plus the hardships experienced in traveling and planning (as before Dr. Dowd's time), and the waste of millions of dollars each year with the needless drain on our economy. As one minister stated "it doesn't speak too well for our state of advanced civilization."

The parade of witnesses appearing before the Senate Commerce Committee hearing April 29 and 30, 1963, and those before the House subcommittee June 18 and August 4, 1964, brought out specifically the facts and numerous figures that daylight saving is costing the Nation in transportation industry. One witness, a Mr. P. M. Roeper gave an excellent analysis in his testimony before both committees and pointed out that H.R. 2335 and H.R. 2532, in the 88th Congress would result in the maximum uniformity, and these bills would carry an even greater economic benefit to the railroads than the \$2 million developed in his testimony, this would also apply to all other methods of transportation as well, with the possibility of more millions saved. All these added costs are passed on to the consumer. We have millions here in the United States living in a state of abject poverty while each year we are wasting millions of dollars to provide more time for golf and other leisure-time pursuits, with the current 40-hour week and the possibility of a 30- or 35-hour week in the future with more paid holidays and longer vacations does not warrant this needless waste. We now have some working on a 25-hour week. The bills that have the endorsement of the proponents of daylight saving time before this committee may tend to reduce a small part of this waste, but we will still have daylight saving time to contend with, we will still have schoolchildren standing along the Nation's streets and highways waiting for the schoolbus in the darkness, those living back from the bus stops fumbling their way to bus stops in complete darkness. The thorn that is causing so much confusion and added costs should be completely eliminated—and our Nation will still be divided between standard time and daylight time if any of these bills become a law. The only sensible way to establish order out of the current time chaos across the Nation would be the restoration of standard time by enactment of H.R. 2424.

The ICC estimates that 110 million live under daylight time, but that most certainly does not indicate that all of them prefer it, we estimate that a vast majority prefer to live under standard time—a national referendum would soon settle this controversial issue.

Adding all the millions of dollars that daylight time has cost the Nation's economy for 47 years, we have quite a sizable sum invested that could exceed a billion dollars just for that extra hour of daylight. Therefore, we strongly support and urge enactment of H.R. 2424 and vigorously oppose any legislation that allows the observance of daylight saving time or the establishment of subzones as our contentions are that the use of either or both will only result in chaos.

We respectfully request that this statement be included in the record of the hearing.

Sincerely,

H. H. HORNER,
National Chairman.

(Whereupon, at 11:58 a.m., the hearing was adjourned.)





